

# SOUTH BERKELEY AREA PLAN

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

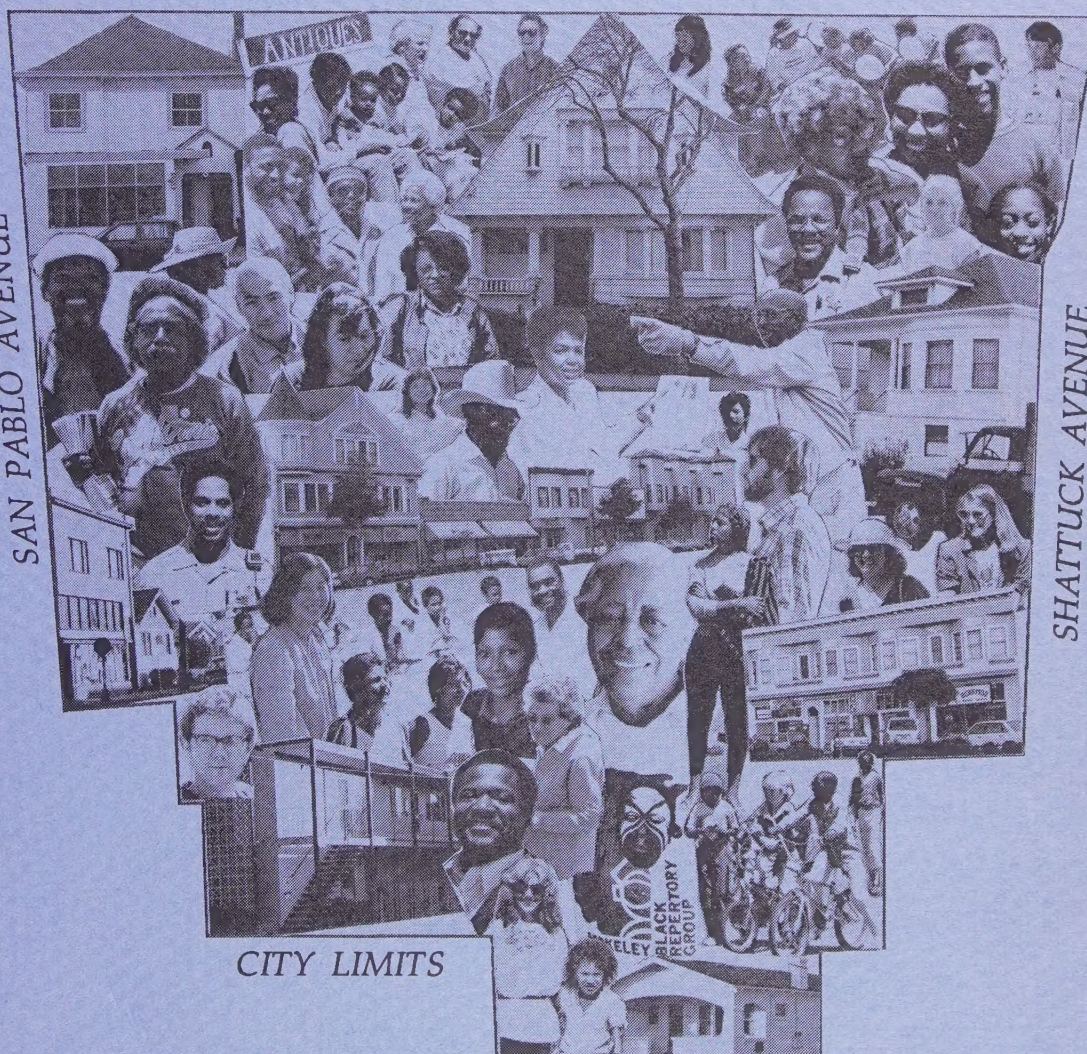
JAN 10 1990

UNIVERSITY OF CALIFORNIA

DWIGHT WAY

SAN PABLO AVENUE

SHATTUCK AVENUE



CITY LIMITS

*DRAFT - January, 1988*







LIST OF SOUTH BERKELEY AREA PLAN PARTICIPANTS

Durelle Ali  
Deavera Allen  
Mark Allen  
Joan Alsop  
Lillie M. Atkins  
Gerald Baptiste, Jr.  
Martha Bielawski  
R.D. Bonds  
Joe Brooks  
Alivia Brown  
Doug Brown  
Louise Brown  
Mary Burr  
Rose Burrus  
Dorothy & Calvin Bryant  
Teresa Cordova  
Amy Skewes-Cox  
Calvin Curry  
A.D. Daniels  
Carole Davis  
Frank Davis, Jr.  
Calvin DeBerry  
Anna De Leon  
Ray Dobard  
Thelma Ferguson  
Frank Fields  
Susie Gaines  
Karen Haney  
David Helfant  
Karen Hemphill

Robert Huang  
Mansour Id-Deen  
Calvin Jenkins  
Waverly Jenkins  
Gill Kelley  
Bill Lambert  
Cue Martin  
Jim McGrath  
Ramsey Miller  
Elizabeth Morgan  
Anna Morris  
Curtis Morris  
Bob Neilson  
Mark Paez  
Carollee Peterson  
Estelle Pryor  
Charles Robinson  
Johnnie Robinson  
Cathy Røha  
Al Rouce  
Judith Scher  
Maudelle Shirek  
Christine Sims  
Zelma Sophus  
Betty Reid Soskin  
Robert Torkelson  
Barbara Durando Traylor  
Jonathan Wafer  
Frank Washington  
Jerry Wiggins  
George P. Young

THIS PLAN IS DEDICATED TO THE PRESERVATION AND  
REVITALIZATION OF THE SOUTH BERKELEY COMMUNITY.  
THE PLAN REPRESENTS THE DESIRES AND VISIONS OF  
PEOPLE WHOSE ROOTS ARE IN SOUTH BERKELEY, AND  
WHO COMMITTED THEMSELVES TO THE PROCESS OF  
CREATING A DOCUMENT THAT WILL GUIDE PLANNING  
EFFORTS IN SOUTH BERKELEY FOR YEARS TO COME.

SOUTH BERKELEY NEIGHBORHOOD  
ORGANIZATION

So. Berkeley Merchants Assn. 1806 Alcatraz Avenue Berkeley, CA 94703 Attn: Euwell Bates	So. Berkeley. Dispossed Devs. 1866 Alcatraz Avenue Berkeley, CA 94703 Attn: Ray Dobard	Fairview St. N. Assoc. 3141 California Street Berkeley, CA 94703 Attn: Christine Sims
Berkeley Black Council 2936 Linden Avenue Berkeley, CA 94705 Attn: Al Simmons	Black Prop. Owners Assn. P.O. Box 3595 Berkeley, CA 94703	Otis-Russell Sta. N. Assoc. 2909 Otis Street Berkeley, CA 94703 Attn: Ms. Lillie B. Wafer
Black Rep. Arts Center 3201 Adeline Street Berkeley, CA 94703	Bartview Neighd. Assoc. 3047 Tremont Street Berkeley, CA 94703 Attn: Rory Dean-Evans	Comm. Services Utd. of Berk. 1937 Ashby Avenue Berkeley, CA 94703 Attn: Robert Torkelsen
Stantson Street Association 3009 Stanton Street Berkeley, CA 94703 Attn: Mrs. Olga Norman	Berk/Albany Indus. Assn. 2200 M.L. King, Jr. Way Berkeley, CA 94704 Attn: G. Wood/A. Hamre	SBNDNC 1721-63rd Street Berkeley, CA 94703 Attn: Al Rouce
San Pablo Neighd. Council 3007 Sacramento Street Berkeley, CA 94703 Attn: Mr. Leon Maybuce	San Pablo Recreation Coun. 1316 Russell Street Berkeley, CA 94702 Attn: Juanita Cox	Woolsey-Wheeler N. Assoc. 2118 Woolsey Street Berkeley, CA 94703 Attn: Alan Block
NAACP 2004 Russell Street Berkeley, CA 94703 Attn: Frank Brown	Adel./Alca. Mers. Assn. 3258 Adeline Street Berkeley, CA 94703 Attn: R.D. Bonds	Ashby/Adel. Merchs. Assn. 2986 Adeline Street Berkeley, CA 94703 Attn: Tom Livingston
SAVO Island Coop. Homes 2017 Stuart Street Berkeley, CA 94703 Attn: Board of Directors	Acton-Carrison Imp. Corp. 3009 Acton Street Berkeley, CA 94702 Attn: R.W. Harmon	Berk. Black Pastors Assn. 1510 Tyler Street Berkeley, CA 94703 Attn: Rev. Robert Mack
McGee Neighborhood Assn. 2332 McGee Avenue Berkeley, CA 94703 Attn: Brad Walters	Berkeley Caucus P.O. Box 3303 Berkeley, CA. 94703 Attn: Margot Dashiell	



TABLE OF CONTENTS/STATEMENT OF GOALS

INTRODUCTION TO THE AREA PLAN

pp.    17-21

MAP        1

p.        21

ECONOMIC DEVELOPMENT ELEMENT

pp.    22-107

I.    SOUTH BERKELEY'S RELATIONSHIP TO THE CITY'S OVERALL  
      ECONOMIC DEVELOPMENT PRIORITIES

pp.    22-25

- A.    Introduction
- B.    Commercial Revitalization
- C.    Employment

III.   SOUTH BERKELEY'S LABOR FORCE

pp.    25-29

- A.    Unemployment Rate
- B.    Occupational Distribution
- C.    Local Hiring

IV.    BERKELEY JOB TRAINING AND EMPLOYMENT PROGRAMS

pp.    29-38

- A.    Profile of Training and Placement Programs
- B.    Profile of Program Participants in Relationship  
      to the Larger Pool of the Unemployed

V.     COMMERCIAL AREAS

pp.    39-43

- A.    General Profile of Businesses
- B.    Business Size
- C.    Business Ownership
- D.    Rental Rates in South Berkeley
- E.    Economic Mix
- F.    Merchant Concerns

FOOTNOTES

p.        43

VI.    MARKET AREA

pp.    44-49

- A.    Viable Businesses for South Berkeley
- B.    Desirable Businesses for South Berkeley



Table of Contents (cont)

VII. CURRENT ECONOMIC DEVELOPMENT PROGRAMS	pp. 50-53
A. Office of Economic Development's Marketing Program	
B. Office of Economic Development's Technical Assistance Program	
C. South Berkeley Neighborhood Development Corporation	
D. Revolving Loan Fund	
E. Ashby BART Development Project	
F. General Promotion and Community Involvement	
G. Real Estate Development	
H. Sacramento 3000 Block Project	
I. Berkeley's Design Review Ordinance	
J. Infrastructure Development	
VIII. EMPLOYMENT CONCERNS: GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES	pp. 54-61
Goal:	Promote South Berkeley Resident Local Investment and Ownership in Property and Business
Goal:	Encourage South Berkeley Community Participation in the Social and Political Processes that will Determine Its Future
Goal:	Promote Full Employment for South Berkeley Residents
Goal:	Ensure the Retention of the Black and Low Income Community in South Berkeley as the Beneficiaries of Economic Revitalization, and Reinforce Existing Ethnic and Cultural Traditions
Goal:	Link South Berkeley to the Citywide Economy, including the University of California at Berkeley as a major job provider
IX. COMMERCIAL AREAS: GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES	pp. 61-67
Goal 1:	Strengthen South Berkeley's Commercial Sector Without Displacing Existing Businesses
Goal 2:	Attract New Businesses to South Berkeley
TABLES 1-31	pp. 68-89, 92-107
MAPS 2-3	pp. 90-91
III. <u>HOUSING ELEMENT</u>	pp. 108-214
I. INTRODUCTION	p. 108
II. SUMMARY OF FINDINGS	pp. 108-109



## Table of Contents (cont)

III. METHODOLOGY	pp. 109-110
IV. HOUSING CONDITIONS	pp. 110-127
A. Zoning	
B. Housing Inventory	
C. Housing Profile	
D. Housing Activity and Assistance: Public and Private Efforts	
E. Housing Stock Value	
V. HOUSING ISSUES	pp. 127-136
A. Profile of Occupants	
B. Tenure	
C. Housing Affordability	
D. Groups with Special Housing Needs	
VI. HOUSING PROJECTIONS	pp. 136-139
A. ABAG Projections: Household Size, Household Income, Residential Acreage	
B. Housing Demand as a Function of Development Along Commercial Corridors	
VII. HOUSING GOALS AND POLICIES	pp. 139-142
Goal 1: Ensure Access to Affordable Housing	
Goal 2: Preserve the Diversity of South Berkeley's Population	
Goal 3: Maintain and Expand South Berkeley's Housing Stock	
Goal 4: Expand the Role of South Berkeley Residents and Community Organizations and Development	
VIII. HOUSING POLICY IMPLEMENTATION STRATEGIES	pp. 142-148
A. Housing Affordability	
B. Diversity Maintenance	
C. Maintenance and Expansion of South Berkeley's Housing Stock	
D. Public Participation in Planning for Housing Conservation and Development	
E. Quality of Residential Life	
TABLES 32-73	pp. 149-205
MAPS 4-12	pp. 206-214
IV. <u>LAND USE ELEMENT</u>	pp. 215-238
I. INTRODUCTION	p. 215
II. SUMMARY OF FINDINGS	p. 215



## Table of Contents (cont)

III. EXISTING LAND USE CONTROLS	p. 216
IV. LAND USE CHARACTERISTICS AND ISSUES	pp. 216-225
A. Methodology	
B. Residential Use	
C. Commercial Use	
D. Mixed Use	
E. Transitional Land Use: Vacant Lots and Buildings, Properties for Sale	
F. Public Institutional Use	
G. Open Space/Recreation Use	
H. Potential Land Use Conflicts	
V. LAND USE ELEMENT: Goals and Policy Recommendations	pp. 226-229
A. Residential Use	
B. Commercial Use	
C. Mixed Use	
D. Transitional Land Use	
E. Public Institutional Use	
F. Open Space/Recreation Use	
TABLES 74-79	pp. 230-237
MAP 13	p. 238
<u>OPEN SPACE ELEMENT</u>	pp. 239-253
I. INTRODUCTION	p. 239
II. SOUTH BERKELEY'S PARK SYSTEM	pp. 239-241
III. PARK STANDARDS	pp. 241-244
IV. NON-RESIDENTIAL OPEN SPACE	pp. 244-246
V. MISCELLANEOUS UNDEVELOPED OPEN SPACE	p. 246
VI. OPEN SPACE GOALS	pp. 246-250
Goal 1: Enhance existing parks, playgrounds and vacation programs and encourage full community use of the South Berkeley parks system	
Goal 2: Provide equal access to parks for all residents	
Goal 3: Improve the appearance and use of commercial streetscape (s), to create a joyful and festive pedestrian-oriented multi-cultural commercial environment	



## Table of Content (cont)

Goal 4: Create a visual gateway to South Berkeley

Goal 5: Explore opportunities for creating private,  
common open space

Goal 6: Return the Vacant land along the abandoned  
Santa Fe Right-of-Way to active use

TABLE	80	p.	251
MAPS	14-15	pp.	252-253

### HISTORIC PRESERVATION ELEMENT pp. 254-269

I. HISTORICAL BACKGROUND pp. 254-259

II. PROMINENT ARCHITECTURAL STYLES IN SOUTH BERKELEY pp. 259-260

III. NEIGHBORHOOD PRESERVATION pp. 260-261

IV. LANDMARKS PRESERVATION ORDINANCE pp. 261-263

V. CURRENT PERSPECTIVES AND PRESERVING SOUTH BERKELEY'S HISTORY pp. 263-265

VI. HISTORIC PRESERVATION -GOALS AND POLICIES pp. 265-267

Goal 1: Promote historic preservation in South Berkeley as one  
aspect of neighborhood preservation, linking the preser-  
vation of historic structures to the retention and enhance-  
ment of the existing community and its traditions and values

Goal 2: Promote the historical value of the South Berkeley Community

TABLE	81	p.	268
MAP	16	p.	269

### COMMUNITY RESOURCES ELEMENT pp. 270-288

I. INTRODUCTION p. 270

II. BACKGROUND pp. 270-271

III. COMMUNITY RESOURCES NETWORK pp. 271-282

A. Health Programs

B. City-Operated Community Service Programs

C. Community- Based Service Programs/Centers  
(Private Non-Profit)



Table of Contents (cont)

- D. Community Childcare Resources
- E. Community Cultural Resources
- F. Community and Neighborhood Organizations
- G. Crime

IV. AREAS FOR IMPROVEMENT IN COMMUNITY SERVICES pp. 282-284

V. COMMUNITY RESOURCES - GOALS AND POLICIES pp. 284-288

- Goal 1: Increase Outreach to local area residents regarding health promotion and health services in South Berkeley
- Goal 2: Increase education regarding Acquired Immunity Deficiency Syndrome and AIDS - Related Complex, emphasizing prevention of the transmission of the virus through sexual relations and intravenous drug usage
- Goal 3: Improve the emotional well-being and social education of the community, particularly among the youth and young adult population.
- Goal 4: Create an information referral center for all community resources within or regarding South Berkeley
- Goal 5: Consider the supplementation of existing emergency food programs as among priorities in the allocation of Community Services or Community Development Block Grant(s) funds, as well as augmenting staff resources to continue to pursue other funding sources.
- Goal 6: Improve the provision of childcare services in South Berkeley, particularly for low-to-moderate income families.
- Goal 7: Create an active inter-agency network clearinghouse to improve communication regarding community resource delivery, monitoring of general activities; and potential collaboration for fundraising, community events, and sponsorships.
- Goal 8: Encourage stronger linkages between youth, adults and seniors among the South Berkeley population, in order to reduce inter-generational conflict and to promote role-modeling concepts.
- Goal 9: Develop emergency housing solutions to accommodate special needs within the South Berkeley community.



## Table of Contents (cont)

Goal 10: Encourage public and private efforts in the creation of a Multi-Cultural Center along the Adeline-Alcatraz corridor.

<u>TRANSPORTATION REPORT</u>	pp. 289-300
I. TRAFFIC FLOW	pp. 289-290
II. PARKING	pp. 290-291
III. TRANSIT SERVICE	p. 291
IV. ASHBY BART STATION	p. 291
V. STREET IMPROVEMENTS	p. 291
VI. STREETScape/PEDESTRIAN AMENITIES	p. 291
VII. SAFETY CONCERNS	p. 292
VIII. TRANSPORTATION REPORT: TRANSPORTATION GOALS, RECOMMENDED IMPROVEMENTS, AND AREAS FOR FURTHER STUDY	pp. 293-298
Goal: Regulate the Traffic flow Along South Berkeley's Streets in order to Slow Traffic to the Speed Limit and Minimize Use of Residential Streets by through Traffic	
Goal: Require Developers to Provide Parking Within the Content of Encouraging Economic Development in South Berkeley.	
Goal: Enforce Existing Parking Regulations in South Berkeley, and Develop New Parking Requirements that Protect Residential Neighborhoods and Mitigate the Negative Physical & Visual Imports of Parking Lot Development.	
Goal: Improve Transit and Paratransit Opportunities for South Berkeley Residents.	
Goal: Develop Mechanisms to Link the Ashby BART Station to the Rest of the South Berkeley Community.	
Goal: Identify and Carry Out Needed Street Improvements	
Goal: Improve Streetscape/Pedestrian Amenities in South Berkeley	
Goal: Identify and Remedy Transportation Safety Problems	



## Table of Contents (cont)

Recommended Areas for Further Study	
MAPS 17-18	pp. 299-300
<u>INFRASTRUCTURE REPORT</u>	pp. 301-310
I. INTRODUCTION	p. 301
II. SERVICES AND FACILITIES	pp. 301-306
A. Fire and Life Protection	
B. Public Works	
III. INFRASTRUCTURE - GOALS AND POLICIES	p. 307
Goal 1: Maintain and/or improve public infrastructure facilities to optimum levels of service.	
Goal 2: Increase visual and pedestrian amenities along public right-of-ways.	
TABLE 82	pp. 308-310
<u>HAZARDOUS MATERIALS REPORT</u>	pp. 311-328
Assessment of Potential Hazardous Materials in South Berkeley	pp. 311-315
I. INTRODUCTION	p. 311
II. TYPES OF USES	pp. 311-314
A. Auto Maintenance	
B. Dry Cleaners/Laundromats	
C. Beauty/Barber Shops	
D. Printing/Publishing Establishments	
E. Photo Labs	
F. Woodworking Shops	
G. Other Categories	
III. HOUSEHOLD USE OF POTENTIAL HAZARDOUS MATERIALS	p. 314
IV. PESTICIDE, HERBICIDE, AND FERTILIZER USE	p. 314
V. CONCLUSION	pp. 314-315
OVERVIEW OF FEDERAL AND STATE LAWS GOVERNING HAZARDOUS MATERIALS MANAGEMENT	pp. 316-319
I. INTRODUCTION	p. 316



## Table of Contents (cont)

II. FEDERAL LAWS	pp. 316-317
III. STATE LAWS	pp. 318-319
OVERVIEW OF BERKELEY'S CURRENT APPROACH TO HANDLING HAZARDOUS MATERIALS	pp. 320-324
I. INTRODUCTION	p. 320
II. HAZARDOUS MATERIALS DISCLOSURE PROGRAM	p. 320
III. REGULATION OF THE UNDERGROUND STORAGE OF HAZARDOUS SUBSTANCES	p. 321
IV. EMERGENCY RESPONSE CAPABILITY	p. 321
V. MEMORANDUM OF UNDERSTANDING WITH THE STATE	p. 321
VI. EXISTING PRODUCERS FOR ASSESSING THE PRESENCE OF POTENTIAL HAZARDOUS SUBSTANCES	p. 322
VII. CURRENT PROCEDURES FOR HANDLING HOUSEHOLD TOXIC MATERIALS	pp. 322-323
VIII. EXISTING PROCEDURES FOR PESTICIDE MANAGEMENT	p. 323
IX. COORDINATION OF HAZARDOUS MATERIALS MANAGEMENT WITH THE UNIVERSITY AND LAWRENCE BERKELEY LAB	pp. 323-324
HAZARDOUS WASTE MANAGEMENT GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES	pp. 325-328
Goal 1: Identify the Nature and Extent of Hazardous Materials Use, Storage, and Disposal in Berkeley	
Goal 2: Develop a Comprehensive Hazardous Materials Management Plan	
APPENDIX: DEMOGRAPHICS REPORT	pp. 329-388
I. INTRODUCTION	p. 329
II. SUMMARY OF FINDINGS	p. 329
III. CHARACTERISTICS OF THE POPULATION	pp. 329-333
A. Population Count	
B. Ethnic Composition	
C. Age Distribution	
D. Household Size	
E. Family Type by Presence of Own Children	



Table of Contents (cont)

IV.	EMPLOYMENT	pp. 333-338
A.	Unemployed and Labor Force Participation	
B.	Occupation	
C.	Education	
V.	INCOME/INCOME ASSISTANCE	pp. 338-341
A.	Income Range	
B.	Social Security/Income Assistance	
C.	Poverty Status	
VI	ADDENDUM: 1986 SOUTH BERKELEY HOUSEHOLD SURVEY	pp. 341-342
A.	Methodology	
B.	Profile of Respondents	
C.	Employment	
TABLES	A1-A16	pp. 343-388

LIST OF TABLES AND MAPS

I.    INTRODUCTION

Maps

- Map 1.        South Berkeley Census Tracts and Blocks by  
              Neighborhood (1987)

II.   ECONOMIC DEVELOPMENT ELEMENT TABLES

- Table 1.      South Berkeley Total Employment (1980)  
Table 2.      South Berkeley Total Male Employment by Ethnicity (1980)  
Table 3.      South Berkeley Total Female Employment by Ethnicity (1980)  
Table 4.      Unemployed and Unemployment Rates by Ethnicity of Berkeley  
              Residents, 1970 and 1980  
Table 5.      Last Occupation of Experienced Unemployed, 16 Years and  
              Older, Berkeley 1970  
Table 6.      Demographic Characteristics of Persons Registered for  
              Employment (1983-84)  
Table 7.      Profile of Applicants at the Berkeley EDD Office (1982,  
              1985-86)  
Table 8.      Occupational Characteristics of EDD Active File (6/86)  
Table 9.      South Berkeley Occupational Categories (1980)  
Table 10.     South Berkeley Occupational Categories: Black Persons  
              (1970-80)  
Table 11.     1970-80 Comparison of South Berkeley Occupational Categories  
Table 12.     Percent of Employed Berkeley Residents Who Also Work in  
              Berkeley by Industry, 1970 and 1980  
Table 13.     Percent of Employed Berkeley Residents Who Also Work in  
              Berkeley by Occupation, 1970-80  
Table 14.     South Berkeley Industrial Sector Trends (1983-1986)  
Table 15.     Workers 16 and Over by Place of Work and Travel Time to Work  
              (1980)  
Table 16.     Profile of Job Training and Placement Program Participants by  
              Funding Source (FY 1985-86)  
Table 17.     Profile of First Source Hiring Program Participants (10/86-  
              06/87)  
Table 18.     Profile of Black and White Persons in the Civilian Labor  
              Force (CLF) by Locality and Sex (1980)  
Table 19.     Profile of Berkeley Employment Development Department (EDD)  
              Applicants (Fiscal Year 1985-86)  
Table 19A.    Income Eligible EDD Applicants (Fiscal Year 1985-86)  
Table 20.     South Berkeley Industrial Sector Trends (1983-1986)  
Table 20A.    Occupation of Individuals Receiving Employment Services  
              and Estimated Occupational Profile of Private Berkeley  
              Businesses (1985-86)  
Table 21.     Business Size in South Berkeley and All of Berkeley (1987)  
Table 22.     South Berkeley Business Ownership by Race and by Sex (1987)  
Table 23.     1983 Commercial Rents, Adeline-Alcatraz District



## LIST OF TABLES AND MAPS (cont)

Table 24.	Business Sector Shifts in South Berkeley (1987)
Table 25.	Berkeley Business Sales, 1982
Table 26.	Distribution of Aggregate South Berkeley Consumer Spending (1980-86)
Table 27.	Annual Estimated Retail Spending for South Berkeley (1980)
Table 28.	TEM(83) Evaluation of Selected Retail Usages
Table 29.	Working List of Targeted Business for South Berkeley (1986)
Table 30.	South Berkeley Residents' Survey (1986)
Table 31.	Comparison of Title IX Area Retail Distribution with the Typical Retail Distribution of Neighborhood Commercial Centers (1986)

### Maps

Map 2.	CSBG Target Area (1987)
Map 3.	South Berkeley Title IX Area (1987)

## III. HOUSING ELEMENT

Table 32.	South Berkeley Zoning (1987)
Table 33.	Housing Inventory: Structures by Structure Type (1985)
Table 34.	South Berkeley Housing Units (1980)
Table 35.	Housing Stock Changes: Units by type of Action (1976-85)
Table 36.	Mixed Use By Commercial Corridor (1986)
Table 37.	Distribution and Type Community Care Facilities (1986)
Table 38.	Publicly Assisted New Construction: South Berkeley (1983)
Table 39.	Low Income Public Housing Project (LIPH)(1987)
Table 40.	Distribution of Vacant Residential Buildings (1986)
Table 41.	Year-Round Housing Units by Year Structure built (1980)
Table 41A.	Year Structure Built For Owner Occupied Housing (1980)
Table 41B.	Year Structure Built for Renter Occupied Housing (1980)
Table 42.	Parking of conditions by Type of Unit (1986)
Table 43.	Condition of Vacant Residential Buildings (1986)
Table 44.	Distribution and Type of Use Permits, Variances, Zoning
Table 45.	Assisted Housing (1985)
Table 46.	Municipal Loan Program Beneficiaries (City of Berkeley): Fiscal year 1982-83
Table 47.	City Housing Loans (Fiscal Years 1984-85, 1985-86)
Table 48.	Distribution and Profile of Reverse Annuity Mortgage Program (Fiscal year 1985-86, First Half 1986-87)
Table 49A.	Death Related Sales in South Berkeley (1979-85)
Table 50.	Elderly and Black Homeownership (1980)
Table 51.	Distribution of Residential Properties for Sale (1986)
Table 52.	Median Rent for Berkeley Housing Stock (1950-80)
Table 53.	Gross Residential Rent (1980)
Table 54.	Income Levels of Families (1970-80)

## LIST OF TABLES AND MAPS (cont)

- Table 54A. Distribution of Family Incomes in Berkeley (1970-80)
- Table 55. Distribution of Black Family Incomes (1970-80)
- Table 56. Household by Ethnicity of Household (1970-80)
- Table 56A. Percentage Change in Ethnic Composition of Household (1970-80)
- Table 57. Occupied Housing Units by Length of Residency (1980)
- Table 58. Home Purchase by Date and Mortgage Status (1970-80)
- Table 59. Population: Household Size (1970-80)
- Table 60. Incidence of Crowding in South Berkeley (1970-80)
- Table 61. South Berkeley Housing Tenure (1980)
- Table 62. Distribution of Renter Occupied Units by Number of Bedrooms (1986)
- Table 63. Contract Rents Under Rent Control (1986)
- Table 64. Distribution of Section 8 Units by Number of Bedrooms (1986)
- Table 64A. Contract Rents Under Rent Control (1986)
- Table 65. Distribution of Section 8 Rents as a Percentage of Renter Occupied Units (1986)
- Table 66. Contract Rents in Section 8 Units (1986)
- Table 67. Comparison Between Rent Controlled Rents and Section 8 Rents for Tract 4240 (1986)
- Table 68. Tenure of Ethnicity (1970-80)
- Table 69. South Berkeley Mortgage Payment as a Percentage of Income (1980)
- Table 70. South Berkeley Rent as a Percentage of Income (1980)
- Table 71. Association of Bay Area Governments (ABAG) Projections (1980-2005)
- Table 72. Berkeley's Projected Housing Need by Income Level (1980-1990)
- Table 73. Projected Housing Demand Due to Development Along South Berkeley's Major Commercial Corridors (10/86)

### Maps

- Map 4. South Berkeley Zoning (1987)
- Map 5. Neighborhood Strategy Area (1987)
- Map 6. Rental Rehabilitation Program Area (1987)
- Map 7. Median House Values (1980)
- Map 8. Increase in Median House Value (1970-80)
- Map 9. Change in Median Rent Level (1970-80)
- Map 10. Change in Family Income Distribution (1970-80)
- Map 11. Distribution of Renter Occupied Units (1980)
- Map 12. Distribution of Section 8 Units (1980)

## IV. LAND USE ELEMENT

- Table 74. Commercial Use by Commercial Corridor (1986)
- Table 75. Mixed Use by Commercial Corridor (1986)



## LIST OF TABLES AND MAPS (cont)

- Table 76. Mixed Use by Census Block (1986)
- Table 77. Inventory of South Berkeley Vacant Lots (1987)
- Table 78. Distribution of Vacant Buildings by Census Block (1986)
- Table 79. Distribution of Property for Sale by Census Block (1986)

### Maps

- Map 13. Location of Vacant Lots (1987)

## V. OPEN SPACE ELEMENT

- Table 80. Open Space/Park Facilities Inventory (1986)

### Maps

- Map 14. Location of South Berkeley Open Space/Park Facilities (1986)
- Map 15. High Demand Residential Census Tracts for Park/Recreation Acquisition/Improvements (1977)

## VI. HISTORIC PRESERVATION ELEMENT

- Table 81. South Berkeley Historic Architectural Styles (1987)

### Maps

- Map 16. South Berkeley Original Subdivision (1980)

## VII. TRANSPORTATION REPORT

### Maps

- Map 17. 1971 - 24 Hour Traffic Volumes
- Map 18. 1987 - 24 Hour Traffic Volumes

## VIII. INFRASTRUCTURE REPORT

- Table 82. Schedule of Street Repairs and Maintenance (1987-1990)

## INTRODUCTION TO THE SOUTH BERKELEY AREA PLAN

The South Berkeley Area Plan has been developed as a result of many months of thoughtful research, analysis, and collaboration between community leaders, residents, and business persons. The Plan, which will be an amendment to the City's Master Plan, will serve as a blueprint for the future growth and development of the South Berkeley community.

The 1977 Berkeley Master Plan provides an overall framework of goals and policies for the various activities (land use, housing, transportation, open space, etc.) which affect the future of the City. However, the varied needs of different communities within Berkeley are not sufficiently addressed by the General Plan. Area Plans, such as this one, serve as a means of assessing the strengths and needs of each individual community, and of targeting appropriate policies to meet these needs.

Most importantly, the South Berkeley Area Plan is a blueprint whose architects are those individuals who are most qualified to determine its structure: the citizens who have invested their lives in the future of South Berkeley.

### Description of the Plan

The South Berkeley Area Plan has two major goals: the retention and encouragement of an existing and vital Black community, and the revitalization of the community's economic base.

The Plan advocates policies and implementation strategies that will result in substantial improvements to the physical and economic life of the South Berkeley community, while ensuring that the direct benefits of these changes are realized by current residents and business persons. Community and nonprofit participation are stressed in the Plan as mechanisms for redirecting the social and market forces that have eroded the Black population base, reduced resident access to affordable housing, and undermined the potential for property and business ownership by the Black community.

The South Berkeley Area Plan is composed of six elements and four reports. The Economic Development Element and the Housing Element form the cornerstone of the Plan. The Economic Development Element stresses the retention of existing businesses through technical assistance programs and low income loans. This Element seeks to attract new businesses that will expand the range of South Berkeley's community and regional serving enterprises. Public/private partnership and City targeting of desirable businesses are two approaches stressed in the Plan. The Economic Development Element also addresses South Berkeley's unemployment problem, recommending improvements to the job training and placement system, strengthening linkages between South Berkeley economy and the Citywide economy, and developing community based institutions such as a Cooperative Credit Union that can retain capital in South Berkeley.



The Housing Element seeks to preserve housing affordability for low and moderate income tenants and homeowners, promotes nonprofit ownership of housing, and advocates a range of rental and homeowner assistance programs.

The third element is the Land use Element which specifies existing and desirable South Berkeley land uses, including commercial uses along major commercial corridors, residential uses, appropriate uses for existing vacant lots and buildings, and open space and recreation uses.

The fourth element, the Open Space Element, identifies existing open space and recreation facilities and advocates improved programming and supervision at these facilities.

The fifth element, the Historic Preservation Element, discusses South Berkeley's varied history over the past one hundred and fifty years and the importance of preserving historically significant buildings. The element stresses the necessity for neighborhood preservation, an approach to historic preservation that seeks the retention and enhancement of the existing community as well as the preservation of historically valuable buildings.

The final element is the Community Resources Element which identifies existing community organizations, churches, social services agencies, and other community resources, identifies service gaps, and advocates improved services and stronger linkages between existing resources.

The four reports in the Plan cover a wide range of subject areas. The Transportation Report analyzes existing parking, circulation, and safety problems in South Berkeley and presents a set of recommendations for resolving these problems. This report will be incorporated into the preparation of the Citywide Transportation Element that will become a cornerstone of the upcoming General Plan revision.

The Infrastructure Report examines the condition of South Berkeley's roads, sewers, and street lighting, as well as the types of public services supplied to the community, including garbage collection and fire protection. The report recommends improvements to the public infrastructure and advocates increased visual and pedestrian amenities along public rights-of-way. This Report will be incorporated into the City's General Plan during the upcoming revision.

The Hazardous Material Report examines the extent to which South Berkeley faces present and future health risks due to the presence of hazardous materials. The report recommends that the City establish a system for identifying all hazardous materials' locations and establish a procedure for regulating these materials and requiring the clean up of toxic waste. This report will be included in the City's upcoming General Plan revision.

The Demographic Report is an Appendix to the Area Plan. This report presents a demographic profile of South Berkeley residents, including education levels, income status, employment and occupation categories, and ethnicity. The report points to a major loss of the Black population from 1970 to the present, a factor which influences the Plan's policy recommendations.

## Description of the Area

The South Berkeley community is located in the south-central portion of the City, comprising approximately 1-1/4 square miles in area. South Berkeley in 1980 had a total population of 14,660 persons, 68% of whom were Black. The community includes some of Berkeley's most racially diverse areas. South Berkeley is defined by Dwight Way to the north, the Berkeley/Oakland border to the south, Shattuck Avenue to the east, and San Pablo Avenue to the west.

South Berkeley can be divided into five distinct neighborhoods. The San Pablo Neighborhood is characterized by owner occupied single family dwellings. The Grove Park Neighborhood is primarily older single family homes and is bisected by three major streets. The South West Neighborhood, South Central Neighborhood, and Ashby Adeline Neighborhood are located in the core of the South Berkeley community south of Ashby Avenue. The Adeline Street corridor, which bisects the Ashby Adeline and South Central Neighborhood, is one of the oldest streets in Berkeley. Much of the housing proximate to Adeline Street dates back to the early 1900s. (See Map 1)

South Berkeley is a predominantly residential community with a wide variety of dwelling units types. Single family homes represent 75% of the area's residential structures. Duplexes, triplexes, and fourplexes are widely distributed throughout the community, while there are a sizable number of buildings with ten or more units. The majority of buildings were constructed in the 1920s. More recent residential construction (post 1960) has been predominantly apartment buildings. The majority of structures are structurally sound.

South Berkeley is served by several major commercial corridors: Shattuck Avenue, Adeline Street, Sacramento Street, and San Pablo Avenue. South Berkeley's commercial sector is characterized by small retail establishments. The largest single group of businesses along Shattuck, Avenue, in 1986 was auto repair/sales and offices. The largest single commercial use along Adeline Street was antique stores, followed by offices. Beauty/barber shops and small food stores predominate along Sacramento Street. San Pablo Avenue was characterized by numerous transportation related uses, including auto repair/sales and gas stations/car washes.

Many of the smaller retail businesses are unable to offer a wide variety of products, due in part to the relatively low average household income. Limited patronage has the effect, in turn, of limiting the growth of South Berkeley's businesses. This cycle will be broken only when there is increased business assistance and funding for commercial rehabilitation and expansion, coupled with a reduction in South Berkeley's high unemployment rate.



South Berkeley's unemployment rate in 1980 was 14%, twice as high as the Citywide average of 7%. Federal funding cuts have reduced or eliminated job training programs, resulting in a large unskilled labor force. South Berkeley cannot generate the job base needed to employ those residents currently without work. Other areas of Berkeley, particularly West Berkeley and the Downtown, are likely sources of employment for South Berkeley residents.

### Background

Annexed to the City in 1892, South Berkeley was comprised mostly of a range of European Ethnic groups attracted to the area due to the train stop at Adeline Street and Alcatraz Avenue (Lorin Station). This stop provided a connection to the main Southern Pacific Railroad Station in Oakland. During the 1920s and 1930s, there was a gradual influx of Japanese and Black residents to South Berkeley, creating the most culturally diverse population in the City.

South Berkeley's Black population increases steadily between the 1940s and the 1960s, due to the availability of jobs at local shipyards and factories, the migration of White persons to nearby suburbs, and the availability of housing attributable to the tragic relocation of South Berkeley residents of Japanese descent during World War II. Beginning in the 1960s and continuing into the present, there has occurred a significant displacement of South Berkeley's Black population. Between 1970 and 1980, there was a 21% loss of Black residents.

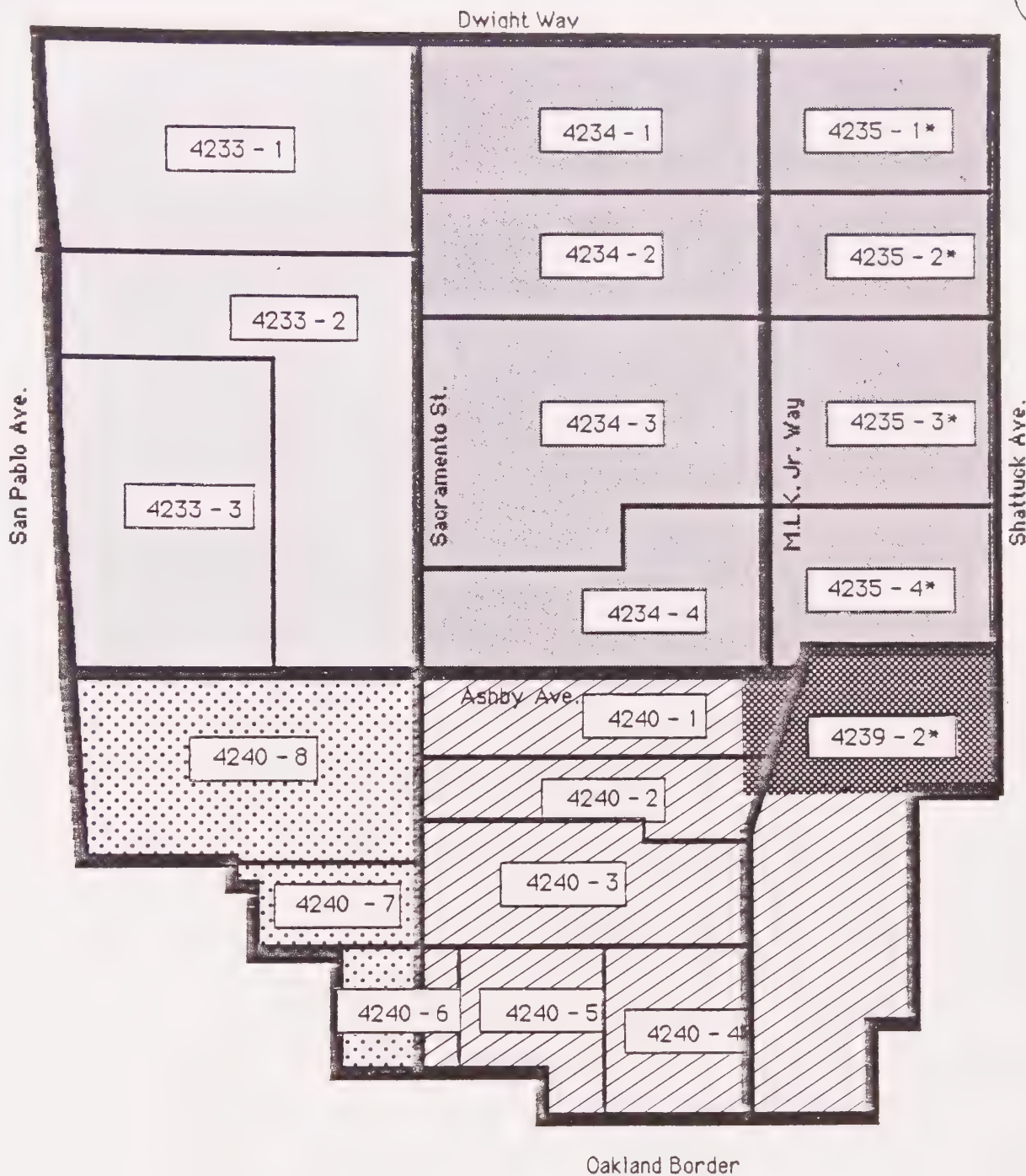
A number of factors have contributed to this Black population loss, including: rising housing costs that have forced renters to look to other cities for housing and made it difficult for Black homebuyers to purchase homes in South Berkeley; South Berkeley's lower rental and home sales prices relative to other areas of Berkeley which attract higher income persons, the majority of whom are White; a nationwide trend towards smaller households which has the effect of increasing housing demand; the maturation of families, resulting in the departure of children seeking lower housing costs; more affordable housing opportunities in adjacent Black communities such as Oakland and Richmond.

### Community Revitalization

The purpose of the South Berkeley Area Plan is to promote community revitalization, the direction and scope of which has been defined by the community's residents and business persons. This Plan advocates a range of solutions to community concerns, linking revitalization goals to implementation strategies based on a realistic allocation of public and private resources.

# South Berkeley

Census tracts and blocks by Neighborhood (1980)



\* Blocks in Census Tracts partially covered by South Berkeley

 San Pablo Neighborhood

 South West Neighborhood

 South Central Neighborhood

 Ashby Adeline Neighborhood

 Grove Park Neighborhood





# Economic Development Element





## ECONOMIC DEVELOPMENT ELEMENT

### I. SOUTH BERKELEY'S ECONOMIC DEVELOPMENT NEEDS AND PRIORITIES

#### A. Introduction

The South Berkeley neighborhood, bounded by Dwight Way to the north, Shattuck Avenue to the east, the Berkeley-Oakland border to the south, and San Pablo Avenue to the west has been the subject of numerous economic development studies for the past sixteen years. This section of the South Berkeley Area Plan represents an effort to clarify the current economic needs of the community while recognizing the potential for transforming these needs into opportunities for positive change.

A major theme of this element is the promotion of South Berkeley resident local ownership of the community's property and businesses. A second related theme is the necessity for community participation in economic decisions that affect South Berkeley. Revitalization efforts must ensure the retention of the Black and low income community in South Berkeley and strengthen existing ethnic and cultural traditions. The element points also to the importance of linking South Berkeley's economy to the Citywide economy to ensure a more equitable and efficient distribution of economic resources and employment opportunities.

The South Berkeley economic development element is divided into two major sections: the revitalization of commercial areas and employment concerns. A set of goals and policies accompanies each section.

Current economic concerns have a long history, as is evident in the reports on South Berkeley conducted by the Model Cities' planners in the early 1970s. The two consistent themes in the studies completed since 1970 are: (1) the necessity for commercial revitalization in South Berkeley and (2) the importance of expanding employment opportunities for South Berkeley residents.

#### B. Commercial Revitalization

In 1970, the Model Cities Program identified a number of land use and economic development problems, many of which have persisted into the 1980s. (The Model Cities Program boundaries roughly follow the current South Berkeley Area Plan boundaries). The problems that have continued include: the absence of major retail stores and quality eating establishments; aged and dilapidated buildings; the absence of lending institutions in the neighborhood, the presence of strip zones consisting of marginal shops and service firms that do not meet the shopping needs of local residents, widespread ownership of businesses by non residents, and limited opportunities for Black business ownership.

Current South Berkeley economic revitalization priorities reflect many of the concerns raised in the early 1970s. These priorities have been defined by South Berkeley residents, local merchants' associations, the South Berkeley Area Plan Committee, and the South Berkeley Neighborhood Development Corporation (SBNDC):

Commercial revitalization priorities include:



- \* business retention and expansion
- \* commercial rehabilitation
- \* business assistance to local merchants
- \* increased patronage of South Berkeley businesses by local residents, as well as residents from other parts of Berkeley and Oakland
- \* retention of South Berkeley economic development benefits by the South Berkeley community
- \* local ownership of South Berkeley businesses

### C. Employment

The problems of unemployment and underemployment are evident in South Berkeley as an historical pattern that has most profoundly affected Blacks and youth. The 1970s Model Cities Program referred to the high concentration of unemployed persons in South Berkeley and noted the lack of employment opportunities for a broad range of skill levels.

Employment development priorities include:

- \* institutional support for the long term unemployed
- \* job training and placement programs
- \* educational programs that assist persons in completing high school equivalency courses and prepare participants for advanced training and education
- \* linkages between South Berkeley's unemployed and job opportunities in other areas of Berkeley
- \* first source hiring
- \* equity participation by employees in South Berkeley business enterprises
- \* non profit ownership of local businesses

## II. South Berkeley's Relationship to the City's Overall Economic Development Priorities

Berkeley's Economic Development Plan, adopted in 1980, promulgates a set of objectives that speak directly to the concerns of the South Berkeley community. In turn, South Berkeley's economic development assets and priorities are a critical factor in promoting the overall economic health and well being of the City.

The Plan advocates public/private cooperation, increased economic equity in land use decisions, employment generation, community resource development and the promotion of neighborhood revitalization programs. The Plan recommends the preparation of area improvement plans for Berkeley communities experiencing a decline in the business sector. An area plan provides a framework for commercial revitalization strategies.

South Berkeley presents a number of potential opportunities for economic development:

- \* availability of commercially zoned vacant or underutilized parcels along major traffic corridors
- \* proposed expanded redevelopment area
- \* proximity to a BART station
- \* availability of on-street parking
- \* recent street improvements along major commercial corridors
- \* high degree of community and business support for revitalization efforts
- \* presence of large local employment pool
- \* eligibility for state and federal funding for economic development projects
- \* a strong sense of history and community

These opportunities, if acted upon, will benefit the City of Berkeley as a whole. Coordination between activities in different areas of the City will address complementary needs and characteristics. The presence of available commercial and retail space in South Berkeley may serve to alleviate pressure for development in other areas of the City, most notably the downtown area.

South Berkeley's potential eligibility for state and federal funding through, for example, redevelopment and the CDBG process, is likely to make feasible the implementation of economic development projects beneficial to the City that cannot be carried out in other areas of Berkeley, due to the lack of funding and the unavailability of land. South Berkeley's economic development priorities are also consistent with the City's goals for employment and neighborhood preservation. South Berkeley's unemployed could be linked up to other areas of the City that are job producing, one of these being, for example, West Berkeley.

The economic revitalization of South Berkeley is likely to bring about a variety of related improvements in the immediate community, including the upgrading of housing and a reduction in crime. These factors will contribute to preserving and enhancing a community that has a history of ethnic diversity. It is important that economic development planning



consider the possible negative impacts on South Berkeley of commercial improvements, which includes the potential for upward pressure on housing prices and commercial rents. Planning efforts for the community must include measures to limit the displacement of lower income residents and business people.

It is critical that local residents occupy a major role in the economic development process in South Berkeley, particularly now that the City has defined the community as a primary target for economic revitalization efforts. South Berkeley has always been a vital and productive community that contributes to the economic development of the City. Resident participation in economic development planning and implementation will ensure that historical problems are addressed and that solutions are consonant with residents' priorities.

### III. SOUTH BERKELEY'S LABOR FORCE

#### A. Unemployment Rate

#### SUMMARY OF FINDINGS

- \* South Berkeley's unemployment rate in 1980 was 14.0%, more than twice as high as the City's rate
- \* The 1980 unemployment rate for South Berkeley's Black population was significantly higher than that for White South Berkeley residents
- \* Berkeley Black unemployment, according to 1985-86 Berkeley Employment Development Department (EDD) data was concentrated in the clerical field, while White unemployment was concentrated in the professional/technical/management field

In 1980, South Berkeley's unemployment rate significantly exceeded that of Berkeley's as a whole, according to Census data. South Berkeley's unemployment rate in 1980 was 14.0%, more than twice as high as the City's rate (4.4%). South Berkeley's rate ranged from 8.5% in Tract 4235 (Grove Park Neighborhood) to 16.9% in Tract 4240 (South West and South Central Neighborhoods).

The unemployment rate for Black men in South Berkeley (18.3%) was more than two and a half times as high than that for White South Berkeley male residents, while the unemployment rate for Black women residents of the community (15.0%) was almost one and a half times greater than that for South Berkeley White female residents. The rates for both Black and White residents of South Berkeley were each several percentage points higher than for Black and White residents of Berkeley as a whole. (See Tables 1-3)

## B. Occupational Distribution

### SUMMARY OF FINDINGS

- \* There was an increase in the percentage of Employment Development Department (EDD) applicants (includes residents from all areas of Berkeley) in the clerical field and a drop in the percentage of those in the professional/technical/managerial fields, a shift that correlates to an increase in applicants who were Black or from other ethnic groups and a drop in White applicants
- \* From 1970 to 1980 there was an increase in the number of residents in sales and the professional/technical/management field
- \* South Berkeley residents in 1980 were concentrated in the professional/technical/management field and clerical field, with White persons dominating in the former category and Black persons dominating in the latter group
- \* There was an 18% drop in South Berkeley's labor force from 1970 to 1980, accompanied by a reduction in seven out of ten occupational categories. This drop was reflective of a 15% population loss from 1970 to 1980 in South Berkeley
- \* South Berkeley's Black labor force fell by 32% from 1970 to 1980, with the largest occupational losses occurring among craftworkers and service workers

Berkeley's unemployed in 1970 were concentrated in the clerical (23%) and professional/technical/managerial fields (22%). This pattern has persisted into the 1980s. Twenty percent of 1982 and 21% of 1985-86 EDD applicants were clerical workers before becoming unemployed, while 22% of 1982 and 19% of 1985-86 applicants were in professional/technical/managerial fields. Clerical occupations encompass a wide range of job descriptions, including: data entry keyers, meter readers, billing clerks, receptionists, stock clerks, etc. Professional/technical/managerial fields encompass public relations managers, budget analysts, civil engineers, drafters, etc.

The drop from 1982 to 1985-86 in the percentage of applicants in professional/technical/managerial fields is linked to the drop in White applicants during this period relative to applicants who were Black or from other ethnic groups. From 1982 to 1985-86, the percentage of White applicants dropped from 47% of the total to 27%. There is evident also a bifurcation in occupational categories along ethnic lines.

In 1985-86, Blacks and other ethnic groups constituted 42% of all applicants who were in the clerical field, but only 26% of those in the professional/technical/managerial fields. According to the 1980 Census, 24% of Berkeley's employed Black residents were clerical workers, compared with 15% of Berkeley's employed White residents. Only 21% of Black residents in 1980 were in the professional/technical/managerial fields, compared with 48% of White Berkeley residents. This bifurcation is duplicated in South Berkeley.



Sixty three percent of the 1985-86 EDD applicants were male and more than 40% were Blacks and other ethnic groups. Blacks and other ethnic groups dominated in the occupational areas of sales, clerical work, packaging and materials handling, and service workers. Sales workers include cashiers, sales representatives, cashiers, etc. Service workers include janitors, guards, food service workers, health service workers, etc. (See Tables 4-8)

1980 Census data indicates that the greatest concentration of South Berkeley occupations was in the professional/technical/management fields (31%), followed by the clerical field (23%).

Black persons represented 68% of South Berkeley's population and 59% of South Berkeley's civilian labor force in 1980. South Berkeley Black residents accounted for 70% of all clerical workers who were residents of South Berkeley, 67% of all service workers who lived in South Berkeley, but only 39% of all professional/technical/management occupations held by residents of South Berkeley. White South Berkeley residents, who represented 25% of South Berkeley's population in 1980 and 33% of South Berkeley's civilian labor force, constituted the largest single group of South Berkeley residents who worked in the professional/technical/management field (between 50% and 60% of all those employed in this field).

The distribution of Black South Berkeley workers among the ten occupational categories listed by the Census mirrors the occupational distribution of Black persons and other ethnic groups who applied to the Berkeley EDD office in Fiscal Year 1985-86.

From 1970 to 1980, there was a 15% loss of South Berkeley population, primarily of Black persons. There was an average loss of 27% in four of five Tracts, with an increase in one Tract that, in absolute terms, was relatively insignificant. This loss of population is reflected in an 18% drop in South Berkeley's labor force from 1970 to 1980, accompanied by a reduction in seven out of ten occupational categories.

The three occupational categories which expanded from 1970 to 1980 were professional/technical, managerial/administrative, and sales, the former two of which were dominated by White persons and the latter of which was dominated by Black persons.

The most significant labor force reduction within a South Berkeley occupation was a 20% loss that occurred in the clerical area, followed by a 14% drop in service workers. From 1970 to 1980, there was a 23% increase in employees in the professional/technical/management category, and a 92% increase in sales workers.

South Berkeley's Black labor force fell by 32% from 1970 to 1980, 14% more than for South Berkeley as a whole. The reduction in occupational categories among Black workers mirrored that for all South Berkeley workers, although the percentage of Black craftworkers dropped by 56%, 26% more than for all South Berkeley workers and the 29% loss of Black service workers was 15% above that for all workers. Craftworkers include precision workers, welders, machinists, etc. Berkeley, like many communities, has experienced a dramatic drop in manufacturing, including craftworkers. These higher paying jobs are being replaced by lower paying service jobs.



The largest occupational increase among Black workers from 1970 to 1980 was a 111% increase among sales workers, representing 147 positions. When the category of professional/technical/management is broken into professional/technical and management, Black South Berkeley residents lost 35 positions in the professional/technical field, although South Berkeley residents as a group gained 129 positions in this field. Black residents gained 70 jobs from 1970 to 1980 in the fields of management and administration, representing 30% of the increase in this occupational category among all South Berkeley residents.

White South Berkeley residents were the primary group to benefit from gains in both the professional/technical sector and the management/administration field. Although exact figures on South Berkeley's White population's occupational categories are not available, this group held the majority of the 129 professional/technical jobs and the 160 managerial/administrative jobs in 1980 that were occupied by South Berkeley residents. (See Tables 9-11)

### C. Local Hiring

#### SUMMARY OF FINDINGS

- \* From 1970 to 1980, there was a drop in the percentage of employed Berkeley residents who also worked in Berkeley
- \* The majority of South Berkeley's residents work outside of Berkeley, while less than 10% of South Berkeley's residents work in South Berkeley

#### 1. City of Berkeley

From 1970 to 1980, the percentage of employed Berkeley residents who also worked in Berkeley dropped from 52% to 43%. A 15% drop in employees in the professional services industry represented the greatest single loss. The construction industry experienced a 5% increase in local hiring from 1970 to 1980, the only significant increase in any industry. There was a 15% increase in precision production, craft, and repair workers, representing the only increase in the local employment of Berkeley residents. (See Tables 12 & 13)

#### 2. South Berkeley

1980 Census data for South Berkeley indicates that 62% of all South Berkeley residents who worked were employed outside of Berkeley, in comparison with a figure of 52% for all Berkeley residents who worked outside of the City. Within Tract 4233 (San Pablo Neighborhood), 73% of employed persons worked outside of Berkeley, leading the other five South Berkeley tracts in the number of South Berkeley residents who worked beyond the City's boundaries.

In 1980, less than 10% of South Berkeley residents also worked in South Berkeley, as measured by travel time to work. Ten percent of residents in Census Tract 4235 (Grove Park Neighborhood) were employed in South Berkeley, representing the highest Tract percentage in this category. South Berkeley's residents' 25 minutes average travel time to work mirrored that of City residents as a group. (See Tables 14 & 15)

#### IV. BERKELEY JOB TRAINING AND EMPLOYMENT PROGRAMS

##### SUMMARY OF FINDINGS

- \* In 1987, there are ten job training and placement programs in Berkeley, all of which provide placement and four of which provide training, the latter of which is primarily in the clerical field
- \* Differences in performance standards, as determined by funding sources, influence who is placed in the job training and placement programs
- \* The City sponsors a youth job training and placement service, as well as a First Source hiring program
- \* The majority of Berkeley residents served by the training and placement programs in 1985-86 were male. More than one half were Black, and only 17% were White. The majority of youths served by the City program were Black and from South Berkeley, while most clients placed in permanent jobs through the First Source program were Black women, while those placed in construction jobs were Black men
- \* Forty eight percent of Job Training Partnership Act (JTPA) participants had completed high school
- \* JTPA funded training programs in Fiscal Year 1985-86 resulted in the job placement of only 20% of the participants, compared with 50% of participants in JTPA funded job search programs. This fact may be due to the training programs' recruitment of clients who possess fewer marketable skills than do job search program clients
- \* While more men than women were unemployed in South Berkeley in 1980, the gap was quite small. A disproportionate percentage of Black South Berkeley residents, as compared with White residents, were unemployed in 1980
- \* The majority of EDD applicants in 1985-86 were Black, over 21 years, male, and educated beyond the twelfth grade, while the majority of income eligible applicants were White (54%) and predominantly male (78%)
- \* 1985-86 EDD applicants sought clerical work, professional/technical/management work, or service work. Income eligible applicants sought jobs primarily in the second category
- \* Berkeley participants in job training and placement programs generally matched the profile of the majority of South Berkeley's unemployed

- \* 1983-86 job growth forecasts project a higher rate for South Berkeley than for the City as a whole, although in terms of absolute numbers of jobs, South Berkeley's figures are quite low relative to the City's figures
- \* 1983-86 forecasts regarding Berkeley's job growth projected the largest increase among service workers, followed by sales workers, and those in the professional/technical/managerial fields
- \* The majority of South Berkeley jobs are in service occupations, sales, the clerical field, and auto related occupations
- \* Berkeley's job training and placement programs face a number of obstacles that limit their effectiveness
- \* Further evaluation is needed of the quality of the job training, as well as of the job advancement possibilities offered clients

#### A. Profile of Training and Placement Programs

##### 1. Non Profit Agencies and School District

In 1987, there exist ten job training and placement programs in Berkeley to assist Berkeley residents. Nine of these programs are provided by non profit agencies, one is sponsored through the Berkeley Unified School District. These programs are funded primarily through a combination of Community Development Block Grant funds (CDBG), the Community Services Block Grant program (CSBG), and the Job Training and Partnership Act (JTPA).

All of the programs provide job placement, while four provide job training. All ten programs place clients in a variety of occupations, although the clerical field is emphasized. A range of special needs groups is reached by these programs: veterans, the Spanish speaking and Asian populations, disabled persons, women, Black persons.

Job training is provided primarily in the clerical field, encompassing business English, business math, word processing, computer operations, general clerical, and receptionist skills. One program each provides training in bookkeeping, upholstery repair, computer repair, job test preparation, building maintenance, and gardening. Two organizations offer English as a Second Language classes. One manages a janitorial service into which clients are placed.

The Berkeley Adult School, funded by the School District, offers the widest range of training opportunities, including clerical functions, home health care, fashion retailing, entry level graphic communications, building maintenance, home cleaning, courier service training.



Differences in the funding sources of these ten programs affects program reporting and evaluation. CDBG and CSBG funds are distributed by the City on a competitive basis every fiscal year. The City Council has total discretion in funding decisions. In allocating JTPA funds, however, the City must follow federal regulations that impose income restrictions and performance based standards. Funding allocations are based on the past number of positive terminations, a term that refers to successful training or job placements.

JTPA's performance based funding standards encourage job training and placement programs to accept only those candidates likely to succeed in the program in the effort to ensure future funding. A certain number of these participants would be successful job seekers without the assistance of a job program. Those unemployed persons most in need of training and placement may be passed over by JTPA funded programs because of the need to minimize negative terminations and maximize short term training sessions.

CDBG and CSBG funded programs do not experience this type of performance pressure, although inevitable funding competition between training and job placement organizations encourages these programs to meet their projected training and placement goals by accepting those applicants most likely to succeed, rather than those who might be most in need of job assistance.

Another area of difference between CDBG, CSBG, and JYPA funds relates to income levels of participants. JTPA funds can only be spent on clients who are certified as low income, unlike CDBG and CSBG funds which can be spent on participants at any income level.

The ten training and job placement programs receive a mix of CDBG, CSBG, and JTPA funds. The largest training program, Berkeley Adult School, receives JTPA funding. Three programs receive a combination of CDBG and CSBG funds, three programs receive a mix of CSBG and JTPA funds, two programs receive only CSBG funds, and one program receives JTPA funding only.

## 2. City Sponsored Job Programs

The City sponsors a First Source employment program that has been in existence since the Fall of 1986. This program is funded by JTPA, CDBG, state grants, and General Fund money. First Source is a program of employment targeting which gives the City the first opportunity to supply the personnel needs of business. Employers may participate voluntarily, or be held to formal employment agreements when new development projects seek use permits to build in the City, or publicly funded projects occur.

The City also has a Youth Employment Services program which is funded by JTPA. This program provides referrals to job training and placement agencies in Berkeley and sponsors a summer internship and leadership development program.

B. Profile of Program Participants in Relationship to the Larger Pool of the Unemployed

1. Profile of Program Participants by Funding Source

Program participants are identified by funding source rather than by training and placement program in order to identify Berkeley participants. JTPA, CDBG, and CSBG funds, distributed by the City of Berkeley, can only be expended for Berkeley residents, whereas the programs themselves also assist non Berkeley residents.

The following information is taken from the 1985-86 Fiscal Year. The sex, ethnicity, disability status, and income status of participants is available for each funding source. Information on youth participation is provided for all sources except for CDBG funded programs. English language proficiency statistics are available for JTPA funded programs only. There may be some double counting of participants due to overlapping funding sources. All Berkeley residents are counted; no South Berkeley breakdown is possible.

A total of 1788 persons were assisted through JTPA, CDBG, and CSBG funded employment training and placement programs in Berkeley during the 1985-86 Fiscal Year. Forty five percent of all clients participated in CSBG funded programs, followed by a 35% participation rate for CDBG funded programs, and a 20% participation rate for JTPA funded programs. The CDBG and CSBG funded programs do not differentiate between employment services. The JTPA funded programs are divided into classroom training, job search, and youth "try out" employment.

Fifty two percent of all participants were male. Fifty eight percent were Black, 17% were White, 13% were Asian/Pacific Islander, 10% were Hispanic, and 2% were Native American/Alaska Native. Seven percent of the participants were disabled.

Forty four percent of all participants, excluding those in CDBG funded programs due to the unavailability of the data, were income eligible (unemployed and eligible for unemployment compensation). Only 3% of the participants in JTPA funded programs spoke limited English. Twenty five percent of all participants, excluding those in CDBG funded programs due to the unavailability of the data, were youth (21 years or younger).

JTPA participants are identified by the highest grade completed. The largest group, 48% of the 360 JTPA participants, had completed high school. Twenty nine percent possessed less than a twelfth grade education, while 23% had more than a twelfth grade education. Eighty five percent of those JTPA clients who had not received a high school diploma were youth. (See Table 16)

A 1985-86 assessment of JTPA's performance points to low performance standards for the classroom training program: less than 20% of all enrolled youth and adults were expected to find employment, a percentage reflective of actual job placements. Job placements from JTPA's job search program



were more successful, averaging almost 50% of all youth and adults enrolled. Direct job placement programs may be more successful than job training and placement programs due to the former's recruitment of people who already possess marketable skills, as opposed to the latter's recruitment of persons who lack skills and experience and are thus much harder to place in jobs.

Certain parts of the City are identified as target areas for the purposes of CDBG and CSBG funding. One of these areas includes major portions of South Berkeley, ensuring that a fair number of clients are South Berkeley residents. (See Map 2)

## 2. Profile of Participants in City Sponsored Programs

### a. Youth Employment Service

Limited information is available on the Youth Employment Services program. Between two hundred and three hundred youths are referred to job training and placement agencies during the school year, and about two hundred youths participate in the summer internships. The majority of youths are Black and from South Berkeley.

### b. First Source Program

The First Source Program made 333 permanent job applicant referrals to Berkeley businesses between its inception in October, 1986 and June, 1987. Fifteen percent of these applicants were placed in jobs. Of these 51 individuals, 37 were women, 38 were Black, 7 were Hispanic, 11 were youth, 46 were Berkeley residents. During this same period, there were 50 construction First Source placements. The majority of the latter placements were Black men from South Berkeley. (See Table 17)

## 3. Profile of the Unemployed

While the Berkeley EDD office is used by persons other than Berkeley residents, a sample of Berkeley residents drawn from the 1/87 list of active applicants (those using the job assistance program who may or may not be eligible for unemployment compensation) found that the occupational profile of the Berkeley group matched that of the larger applicant pool. However, no South Berkeley data is available.

Data from both the statewide Employment Development Department (EDD) in 1983-84 and the City of Berkeley EDD in 1982 indicates that White persons were the single largest group of clients. However, 1985-86 data from Berkeley's EDD suggests an increase in the number of Black applicants. The ethnic background of 27% of the applicants in 1985-86 was unavailable, making a firm conclusion impossible.

The largest group of applicants at both a state and City level in 1982 and in Fiscal Year 1985-86 fell into the 22-39 age range and had completed 12th grade or had received further education. (Note that applicants' educational levels are not independently verified and may be overstated).



1985-86 EDD data and 1980 Census Unemployment data provides a profile of persons who would benefit from job training and placement programs. While the 1980 data is specific to South Berkeley, the 1985-86 data includes Berkeley residents as well as persons from other cities in the East Bay. While the 1980 data includes persons who identify themselves as unemployed, the 1985-86 data includes only those persons who are officially recognized by EDD as being unemployed and have sought out job placement assistance and/or are eligible for unemployment compensation.

The 1980 data compares South Berkeley to Berkeley and Alameda County. Civilian employment, that is, excluding military employment, of men and women in South Berkeley was matched at 50% of each group, unlike Berkeley's figures (53% of all men; 47% of all women), and Alameda County's (55% of all men; 45% of all women).

South Berkeley's unemployment rate of 14% was twice that of the County's in 1980, and almost twice as high as Berkeley's rate. The male unemployment rate was consistently higher than the female rate in each locality, although the gap between unemployed men and women was only four percentage points in South Berkeley, compared with twelve percentage points each in Berkeley and Alameda County.

Sixty three percent of the employed civilian labor force in South Berkeley in 1980 were Black (3622 persons), compared with a White employed labor force of 37% (2155 persons). One quarter or less of Berkeley's and Alameda County's labor force was Black. Black unemployment rates were disproportionately high relative to White rates, ranging from 35% of the unemployed work force in Alameda County (11305 persons), 42% of Berkeley's unemployed (1713 persons), to 75% of the unemployed work force in South Berkeley (718 persons).

Black male unemployment rates were consistently higher than Black female rates in South Berkeley, Berkeley, and Alameda County. White unemployment rates achieved sexual parity in South Berkeley, but were consistently higher for men than for women in Berkeley and Alameda County. (See Table 18)

The 1985-86 EDD data provides information on sex and ethnic background, age, educational level, and the type of employment desired. A total of 6890 persons used EDD's services during this fiscal year. The majority of clients were over 21 years of age, male, Black, and educated beyond the twelfth grade. Sixty two percent of the clients stated their employment goals. The single largest group (36%) sought clerical work, followed by professional/technical jobs (30%), and service occupations (28%). Only 6% sought sales positions.

The income eligible group, representing 7% of the 1985-86 EDD clients, differed from the larger body. Those individuals eligible for unemployment compensation were overwhelmingly male, predominantly White, and indicated a preference for professional/technical jobs. Thirty percent each sought clerical and service work. Sales again occupied the lowest position at 6%. (See Table 19)

#### 4. Comparison of Training and Employment Program Participants and the Unemployed

This analysis requires comparing data from 1980 and 1985-86, as well as drawing conclusions regarding Berkeley's unemployed from a larger EDD client pool.

South Berkeley's Black residents evidence a strong need for job training and employment programs. Both men and women have high unemployment rates. EDD applicants in Fiscal Year 1985-86, the majority of whom were Black, were more highly educated than were the majority of Black South Berkeley residents interviewed by the Census in 1980. The smaller pool of income eligible EDD applicants, composed primarily of White persons (54%), differs from South Berkeley's primary unemployed, Black persons.

There are several possible explanations for this divergence: South Berkeley's Black unemployed may not have a consistent work history that creates the basis for unemployment compensation; members of this group may be uninformed regarding income eligibility; South Berkeley's Black unemployed may be unemployed for a sufficiently long period that their unemployment benefits have expired.

The profile of job training and placement programs in Berkeley indicates a good match with regard to the demographic profile of South Berkeley's unemployed. The largest single geographical group served by the First Source Hiring program was Black South Berkeley residents. Participants in CDBG, CSBG, and JTPA programs generally matched South Berkeley's unemployed with regard to the participants' sex and ethnic background.

The occupations of EDD applicants who were eligible for unemployment in Fiscal Year 1985-86 were concentrated primarily in the clerical field and professional/technical occupations, followed by service work. (Ten percent of eligible applicants did not classify their occupations). 1985-86 JTPA clients were concentrated in the clerical occupations (36% of 360 individuals). The estimated employee shift between Berkeley occupations for the period from 1983-86 projected the largest increase in service jobs, followed by sales, professional/technical/managerial, and clerical jobs.

South Berkeley business sector trends are available for the period from 1983-86 for the Title IX area of the community. (A Title IX designation is assigned by the Economic Development Administration, making an area eligible for federal funds that assist in economic revitalization). South Berkeley's industries experienced a 7% increase in the number of employees from 1983 to 1986, while the City of Berkeley experienced only a 4% growth in the number of employees. (See Map 3)

During this three year period, South Berkeley produced only 53 new jobs, in comparison with the 1,467 new jobs created throughout Berkeley. South Berkeley residents are likely to have greater success finding employment outside of South Berkeley, given the relatively limited number of jobs created within this community.



## 5. Evaluation of Training and Placement Programs with regard to Berkeley's Job Opportunities

The training programs' emphasis on clerical skills correlates with a 1983-86 projected increase (based on an analysis of business licenses) in Berkeley's clerical occupations. However, only two training service providers prepare people for service occupations, the category of jobs which is projected to have undergone the greatest increase in Berkeley from 1983-86. There is only one service provider offering training in sales, another job category that is projected to have increased in Berkeley. Elements of the clerical training provided by three out of ten service providers undoubtedly relate to the professional/technical/managerial occupations, another area that is projected to have increased.

JTPA clients provide a good match with regard to the 1983-86 projected increase in clerical jobs. However, very few JTPA clients were salespersons, the second largest projected occupational category. Only 70 out of 360 JTPA clients were identified as service workers, a job category that was expected to provide more jobs than the other two major occupational categories (sales, professional/technical/managerial). (See Table 20)

The clear emphasis of the service providers is job placement, not job training. There is inadequate data as to the number of successful agency job placements.

While specific data regarding South Berkeley job openings is unavailable, it is possible to summarize the major job categories of South Berkeley's primary businesses. The majority of South Berkeley jobs are service related, followed by sales positions, clerical occupations, and auto related jobs. The major businesses in South Berkeley in 1986, representing 72% of the total were as follows: offices (37), grocery stores (33), beauty/barber shops (32), laundromats/cleaners (23), bars (22), auto repair/sales (20), residential care facilities (17), restaurants (17), antique stores (15), grocery stores (33), liquor stores (13), clothing stores (13).

A 1985 Association of Bay Area Government (ABAG) report noted that there were 1985 service jobs and 808 retail trade jobs in South Berkeley in 1980, representing 59% and 24% of all South Berkeley jobs, respectively. By 1985, service sector jobs continued to dominate at 55% of all South Berkeley jobs, while retail trade jobs had increased by 5% to 29% of the total. From 1980 to 1985, South Berkeley's jobs in wholesale trade fell by 29%, representing a loss of 28 positions, the largest loss during this five year period.

Those EDD clients who are South Berkeley residents, if they fall into the majority of applicants, are likely to seek work outside of South Berkeley, due to the relative lack of clerical and professional/technical opportunities in this community, the two categories of jobs most sought after by 1985-86 EDD applicants. South Berkeley offers few job opportunities to unemployed persons within any occupation, given the relatively limited commercial sector.



Berkeley's training programs offer primarily clerical skills preparation, a factor which may cause South Berkeley trainees to seek employment in the Downtown and West Berkeley, as opposed to South Berkeley, given the greater opportunity for clerical jobs in the former two communities.

## 6. Employment Training and Job Placement Issues

Berkeley's job training and placement programs face a number of obstacles that inhibit their ability to function effectively. These obstacles can be grouped into those directly facing clients, problems with employers, and structural obstacles related to the City funded employment training and placement system. An additional set of problems affect the City's First Source program.

Clients face a host of barriers, including: social barriers (lack of a support system, lack of education, low work motivation); inadequate client readiness (unrealistic expectations regarding wages and types of work available, rigorous competition for limited job openings, lack of preemployment training, lack of advice and support); insufficient job skills (stiff entry requirements, lack of English language skills, lack of apprenticeships, poor fit between the applicants' skills and available jobs, limited funding and few job training and placement slots); lack of economic assistance during the period that the client is in a job training program.

Employers present a variety of problems: interest in trained, experienced workers, as opposed to unskilled workers; lack of understanding about youth workers; lack of supervisory skills in correcting errors as opposed to taking punitive measures against employees, including dismissal; lack of disabled access; employer unwillingness to deal with the training and placement system's complexities.

There exist a number of structural problems that limit the employment training and placement system's ability to deliver services. These include: recruitment problems (difficulty recruiting men, clients' lack of information regarding gaining entrance to the training and placement system); obstacles in the intake process (required documentation for eligibility may be a barrier for those who don't have documents readily available, particularly youth and those not receiving public assistance); support system problems (lack of resources for many support activities, need for mentors to assist with job retention); need for interagency coordination, particularly with respect to youth programs; training obstacles (necessity for employer input into training program direction and design, necessity for job market information to facilitate training/job match); placement obstacles (jobs are needed for individuals who are not job ready, need for higher quality jobs that provide upward mobility); youth specific training and placement obstacles (lack of training attractive to male youth).

The City's First Source permanent jobs program faces the following problems: intake and assessment (need for intake system for non poverty level applicants, need for assessment system, including preemployment screening coming through agencies to First Source); employment coordination

(uncertainty of funding for construction recruitment, need for better public information for businesses about the program, the need for a better notification process regarding available positions, need for a system by which agencies can obtain credit for successful job placements; contract compliance (this function should be created for the First Source program, for both construction and permanent jobs).

Job advancement possibilities are another important concern within the job training and placement system. It is difficult to make the transition from clerical and service work into administrative or professional work, unless a particular company promotes a policy of upward mobility. It would be useful to track a group of clients for a ten year period to measure salary and job advancement.

An additional concern is the quality and type of training provided. The training must be correctly matched to expanding job sectors in Berkeley. In addition, the training procedures and equipment must be reflective of the state of the art within a particular industry or field.

## V. COMMERCIAL AREAS

### SUMMARY OF FINDINGS:

- \* South Berkeley businesses have enjoyed a relatively stable and longstanding history
- \* Small businesses (less than five employees) predominate in South Berkeley
- \* There is a greater proportion of White males who are business owners than either women or Black people and other ethnic groups
- \* Merchants of South Berkeley have consistently identified crime, image, and parking as the main hindrances to local business development
- \* Rental rates for new office and retail space in South Berkeley are lower than for nearby comparable developments, although recent increases have brought rents closer to market rates
- \* The number of retail sector businesses has declined over the past three years, while the number of service sector businesses has increased, both in South Berkeley and Berkeley as a whole

### Introduction

This section of the Economic Development Element analyzes existing conditions and the potential for economic development along South Berkeley's major commercial corridors. These include: San Pablo Avenue, Sacramento Street, Adeline Street, and Shattuck Avenue. There are little existing data regarding San Pablo Avenue and Shattuck Avenue. Most studies have focused on Sacramento Street and Adeline Street. This report relies on existing studies that emphasize the latter two corridors. Whenever possible, the report generalizes to other South Berkeley commercial corridors, although the bulk of the report focuses on Sacramento and Adeline Streets.

#### A. General Profile of Businesses

Businesses have stayed a number of years in South Berkeley -- several since before 1960 (seven of 64 businesses surveyed in 1983) (See footnote 1) The average tenure of businesses within Adeline-Alcatraz, for example, is nine years. (Adeline-Alcatraz in this study refers to all businesses within a seven minute walk of the intersection of Adeline and Alcatraz). This is excluding the two extremes -- those businesses that have been there for more than twenty years, and those businesses that have been there for less than one year. Along Sacramento St., the average tenure of all businesses in 1985 was over 17 years. These figures are likely to persist -- 35% of business owners along Sacramento say they will stay in business there until they retire.



Movement patterns of businesses in South Berkeley further show the stability of local businesses. Nearly half of those businesses which have relocated have moved only a few blocks away from another location within South Berkeley; another one-third have moved from elsewhere within Berkeley. When moving to a new location, businesses have tended to reuse existing buildings -- 95% of South Berkeley businesses are located in buildings built prior to 1960.

In the Adeline/Alcatraz area, one-third of the merchants identified their major clientele as residents of South Berkeley. The other two-thirds of the merchants identified their clientele as coming fairly equally from three other regions -- the East Bay, elsewhere in the Bay Area, and the rest of the state.

#### B. Business Size

There are typically a much greater number of small businesses than large businesses in any local economy, but this is even more true of South Berkeley than for Berkeley as a whole. (See Footnote 2 & Table 21)

South Berkeley businesses are relatively small when measured in terms of the number of employees and average floor space. The average number of employees for businesses in South Berkeley is 4.5, which is less than the Berkeley-wide average of 5.8 employees per business (See Footnote 3) Average floor space for businesses in South Berkeley is 1,600 square feet (See Footnote 4) There are no comparative figures available for other commercial districts in Berkeley.

#### C. Business Ownership

There are few reliable data available on how many South Berkeley owners are themselves Berkeley residents, but we do know that about one-fifth of business owners in South Berkeley own the building that their business is in. (See Footnote 6)

An ethnic breakdown of South Berkeley business owners shows that about one half of the businesses in South Berkeley are owned by Blacks and other ethnic groups, although the latter groups comprise fully three-quarters of the population of South Berkeley, with Black people in the majority. Blacks and other ethnic groups are underrepresented as business owners in South Berkeley relative to Whites. (See Footnote 7 & Table 22)

This same situation also holds true with respect to women as business owners: the percentage of women who are businesspersons (31%) is significantly less than the percentage of women in the general population (58%). (See Table 22)

#### D. Rental Rates in South Berkeley

There is enormous rental rate variation in South Berkeley, even within one commercial district. For example, within Adeline-Alcatraz in 1983, merchants were paying from 20 cents per square foot to over 70 cents per square foot in monthly rent. (See Footnote 8) This variation includes many types of properties negotiated under varying circumstances; everything from newly-remodeled office space, recently leased, to unimproved building space negotiated by a handshake deal a decade ago. (See Table 23)

In South Berkeley, ground floor retail rental rates are persistently lower than upper story office rental rates, according to current figures used by the Office of Economic Development. Current retail rates average \$.90/sq. ft. per month, while office rates average \$1.05/sq. ft per month. This is an inversion of the more typical situation in Berkeley in which retail rental rates are greater than office rental rates. Two explanations have been advanced for this.

One possible explanation is that retail and office space are traded in two distinct markets. The price for retail space is dependent on a given location, and the low prices for South Berkeley retail spaces suffer from generally low demand. By contrast, the price for office space is less dependent upon a given location, and tends to even out over a larger area. Thus, the higher price for South Berkeley office space more closely reflects area-wide prices.

The second explanation presumes a different distinction between office and retail markets. South Berkeley residents who own commercial property in the community have a greater interest in promoting retail uses rather than office uses for two reasons: retail uses create a more vital and lively commercial corridor, and these landowners participate in a local network of businesspersons, the majority of whom are in retail trade. Retail space is often sold in an informal "friends and neighbors" market, while office space is sold more formally to organizations which have only recently moved into South Berkeley. The more formal non-local office market commands higher rents than the informal retail market.

#### E. Economic Mix

The South Berkeley economy has recently undergone a shift away from a retail industry base and towards an increased service industry base, paralleling a similar shift in Berkeley as a whole. Manufacturing has also increased, although it comprises an insignificant portion of the South Berkeley economy. (See Footnote 9) This increase in the service sector and slight decrease in the retail sector is in line with trends in Berkeley as a whole. (See Table 24)

## F. Merchant Concerns

Despite recurring area problems, South Berkeley merchants have consistently indicated a strong preference for staying in South Berkeley -- only one out of five merchants in South Berkeley has seriously considered moving out. (See Footnote 10) The main advantages of South Berkeley, as perceived by the business community, are central location, adequate public transportation, and a good local labor pool.

Merchant opinion surveys of South Berkeley have consistently identified the merchants' view of the three most important hindrances to business development in South Berkeley: high crime, poor area image, and lack of parking.

CRIME: Much of the high crime image of the area centers around youth crime and drug-related crime. Many fear reprisals if they report drug dealers, and there is a perception that police response time is generally too slow.

IMAGE: The image problem seems to have several components: the perception of high crime (particularly drug-related crime); the physical appearance of some areas, and the lack of cleanliness in some stores; the barriers to comfortable foot traffic (for example, the intersection of Shattuck and Adeline); and public drinking, loitering and panhandling.

PARKING: In order to satisfy Adeline-Alcatraz area merchants' estimates of adequate parking, there would need to be a total of 42% more parking spaces (according to a 1983 TEM survey). (See Footnote 11)

It should be reiterated, however, that despite these criticisms, merchants overwhelmingly would prefer to stay in South Berkeley and believe in its commercial strength.



## FOOTNOTES

(1) The data in the following three paragraphs are culled from these three sources:

1) In 1982, TEM Associates, a consulting firm, was hired to study the feasibility of a proposed commercial development on Sacramento Street. A survey of Business Occupants was completed in March 1983. This survey covered 64 of the businesses within a seven minute walk of the intersection of Adeline and Alcatraz.

2) Survey of Business Occupants done as part of the Sacramento Street Commercial Corridor: Revitalization Study, by TEM Associates, April 1985. The number of businesses surveyed was not reported by the authors, but an upper bound is 74 -- the number of businesses along Sacramento Street at the time.

3) Business Survey of South Berkeley Merchants, by the Berkeley Office of Economic Development, June 1986.

The data here are somewhat sketchy, and at times refer to different commercial areas -- Adeline/Alcatraz, or Sacramento Street, or sometimes the Title IX Area, and sometimes to all of South Berkeley. This report tries to give a general profile of South Berkeley despite these data limitations.

(2) Business License Data

(3) Business License Data

(4) TEM(83)

(5) Business Occupant Survey, Sacramento Street Corridor Project

(6) Note, however, that the category "Black people and other ethnic groups" is not synonymous with "Black"; there are Hispanic and Asian businesspersons in Berkeley.

(7) TEM(83)

(8) Business License Data, 1983 and 1986

(9) TEM(83) and TEM(85)

(10) TEM (83)

## VI. MARKET AREA

### SUMMARY OF FINDINGS

\* Two major South Berkeley commercial centers, Sacramento Street and the Adeline/Alcatraz intersection, generate limited revenue relative to other commercial centers in Berkeley

\* South Berkeley consumers do most of their shopping outside of South Berkeley

\* South Berkeley's commercial sector would benefit from the addition of a range of businesses offering shoppers' goods (those goods which people buy less frequently and for which they shop around), as well as regionally serving goods

#### Introduction

The Adeline-Alcatraz commercial district, as of July, 1987 had about 60,000 square feet of vacant commercial space. Attracting businesses to use this vacant space is important to South Berkeley's economic development. The City of Berkeley can play an important role in this business attraction.

The City's business attraction policy should first answer the question, "What types of businesses do we want to attract to South Berkeley?" Any targeting policy should meet two criteria: targeted businesses should be viable, meaning that they can survive and are economically appropriate for South Berkeley; secondly, targeted businesses should be desirable, meaning that they address the expressed needs of South Berkeley residents.

These twin criteria of viability and desirability are fundamental in deciding the future of South Berkeley's commercial areas. Unfortunately, planners do not have all the data needed to determine what are viable and desirable businesses in South Berkeley. This section discusses these issues as best it can with the data available.

#### A. Viable Businesses For South Berkeley

##### 1. Relative Strength of South Berkeley Commercial Districts

The discussion of viability begins by comparing the strength of South Berkeley commercial districts with other districts in Berkeley. One measure of the overall commercial strength of South Berkeley is its sales volume. (See Table 25)

In 1982, Sacramento, Elmwood, and Adeline-Alcatraz were the least prosperous commercial districts, in terms of gross receipts per business. Since 1982, however, Elmwood has had a strong business revival.

The Adeline-Alcatraz and Sacramento areas have fewer stores than other commercial districts in Berkeley. But a commercial district with fewer stores is not necessarily an unprosperous one. North Shattuck, for

example, is the second smallest commercial district in Berkeley (in terms of number of stores), but it has by far the greatest gross receipts per business of any commercial district in Berkeley. This is owing in part to higher rents and a market area with high disposable income.

A relatively large gap separates these three commercial districts with the lowest receipts from the next district on the list, Solano. Solano average gross receipts are nearly twice those of Adeline-Alcatraz. There is also a tremendous disparity between the first and last commercial districts on this list. The average business in North Shattuck brings in twenty-one times the gross receipts of the average business in the Sacramento district.

Sales volume figures give a basic idea of the overall viability of Sacramento Street and Alcatraz-Adeline relative to other commercial districts in Berkeley. This tells us now much is being bought in South Berkeley. But who is doing the buying? Specifically, how much are South Berkeley residents spending in South Berkeley, and how much are non-residents spending there? The proportion of local and non-local spending goes some distance towards describing the overall character of a commercial area -- it influences the types of stores that can prosper and those that cannot, the political responsiveness of merchants to the local community. Even traffic volume depends upon the number of non-local residents driving to shop in South Berkeley.

## 2. Local and Non-local South Berkeley Consumer Spending

Planners have some idea of the spending patterns of South Berkeley residents from two consumer surveys administered during the past decade. One is a 1978 survey of Sacramento Street area residents; the other, a 1982 survey of Adeline-Alcatraz area residents. (See Tables 26 & 27)

There are two types of retail goods listed in these surveys: convenience goods and shoppers' goods. Convenience goods are defined as those goods such as groceries and hardware items which people tend to buy frequently and for which they do little shopping around. Shoppers' goods are goods such as furniture and stereos which people buy less frequently and for which they tend to shop around.

Overall, Adeline-Alcatraz and Sacramento provide few shoppers' goods. Instead, these commercial districts function primarily as neighborhood convenience centers for local consumers. In some cases, this is because certain shoppers' goods are not sold in these districts (e.g., major clothing stores). In other cases, it may be because South Berkeley consumers prefer to shop elsewhere for these goods (e.g., furniture store).

## 3. Aggregate Spending of South Berkeley Consumers

The Adeline-Alcatraz and Sacramento commercial districts generally capture very few of the retail dollars of South Berkeley consumers. This conclusion is based upon an estimate of how much money South Berkeley consumers are spending in South Berkeley on various goods. For the categories of clothing



and furniture, especially, the figures are very low. South Berkeley residents are spending significant dollars on these retail items, but the money is not returning to South Berkeley; it is being spent elsewhere. Two cautions should be issued in interpreting this data, however. The first is that the figures come from several sets of data and should be regarded as ballpark figures only. The second caution is that any judgement about the desirable breakdown of local and non-local spending must also take into account the relative trade areas of the various retail goods. For example, the categories of furnishings and clothing obviously have larger trade areas than that of groceries. The percentage of local spending on furnishings and clothing is likely to be lower than the percentage of local spending on groceries. (See Table 26)

## B. Desirable Businesses For South Berkeley

### 1. Introduction

Although the available data are sketchy, determining what businesses are or would be economically viable in South Berkeley is dependent on facts and expert opinion. Deciding what businesses are desirable for South Berkeley requires analysis of the existing business mix and extensive community input. The latter assessments pose questions of "desirable for whom?" and "desirable for what reasons?"

There are not enough data to fully answer these questions, but there are enough to begin framing the issues and outlining different possible values. This section of the economic element will reiterate several previously expressed views on what are desirable businesses for South Berkeley.

### 2. Criteria of Desirable Businesses, TEM Associates Study

TEM employed a method for selecting desirable businesses that consisted of listing a set of ten criteria specifying the qualities of a desirable business, then evaluating two dozen proposed businesses along these ten criteria. Although TEM evaluated several businesses which are no longer under consideration, its method and criteria are nonetheless relevant today. (See Table 28)

a. Consumer demand: TEM's presumption is that those businesses are desirable in South Berkeley which have a large consumer demand. But whose demand? As discussed earlier, demand for goods in South Berkeley can be divided into local and regional demand. In addition, the TEM study also identifies overall regional demand, as measured by the regional growth of a business. It should be recognized that these three criteria can be in conflict with one another, i.e., some retail usages may have a very strong non-local demand but only a weak local demand.

b. Job creation and training: These criteria presume that those businesses are desirable in South Berkeley which "create" many job opportunities. But again, the important question is "job opportunities for whom?" The TEM report somewhat answers this question. It asks, for each type of business under consideration, what is the skill level of job openings typically

offered by that business. However, the small retail and service businesses in South Berkeley cannot hope to provide enough jobs for the jobless in South Berkeley. Thus, employment policy must look elsewhere in Berkeley for jobs for the employed in South Berkeley.

c. Foot traffic: The TEM report assumes that desirable South Berkeley businesses are those which generate a large amount of foot traffic, and this is probably true. Greater foot traffic can help to create an alive neighborhood, full of vitality. The effect is cumulative: greater patronage of some businesses leads to greater patronage of all businesses. Greater foot traffic may also be a deterrent to drug dealing.

An important distinction within this criterion of greater foot traffic, as noted in the TEM report, is what time of day foot traffic is generated. For example, some businesses are better than others at generating nighttime foot traffic, others, daytime traffic. South Berkeley planning efforts should identify a desirable mix of daytime and nighttime commercial uses.

d. Land use constraints: These last two evaluative criteria, typical floor area requirements and parking requirements, are site-specific criteria rather than overall evaluative criteria. They are relevant primarily when evaluating a particular proposed business and a particular site.

### 3. Business Community Evaluation of Desirable Businesses

Four businesses, eating places, book and stationary stores, blueprinting and photocopying stores, and child day care facilities, were selected from list of 24 because they are both on TEM's 1982 list and on a more current list of twelve desirable businesses in South Berkeley. This list is the product of ongoing discussions with the Adeline-Alcatraz Merchants Association, the Ashby-Alcatraz Merchant's Association, and the Continuation Committee (now the SBNDP). It is used by the Office of Economic Development as a working list of targeted businesses. (See Table 29)

About seven of these businesses desired by local merchants cater to a non-local demand; five, a local demand. These figures are approximate because some business types could be either, it depends upon the exact business. Some eating places, for example, attract primarily local customers; others attract customers from further away.

Unlike the TEM list, the merchant list of twelve desirable businesses does not explain the criteria, i.e., the value judgements that went into making the evaluation. Although it is possible to push the data too hard, it is possible to total up the points given to a particular criteria, according to the TEM evaluation. For example, there are eleven total points for Regional Growth and only seven for Local Consumer Demand; ten for overall foot traffic, and seven for skilled job training. The data suggest that there is a stronger concern among South Berkeley merchants for regional consumer demand and high foot traffic than concern over job creation and training. This impression was corroborated by the Office of Economic Development (May, 1987).



There are value differences between the South Berkeley business community and South Berkeley residents. Businesspersons have tended to stress attracting larger and more regional serving businesses; residents have tended to prefer strengthening and expanding the local serving part of commercial districts.

#### 4. Consumer Evaluation of Desirable Businesses

The Small Business Workshop of July, 1986 sponsored by the Office of Economic Development, included a query to those present, including both residents and businesspersons, as to their preferences for South Berkeley business development. Those present at the meeting indicated strong support for a commercial district in South Berkeley which could accomodate a wide variety of convenience goods: bakery, coffee shop, drug store, grocery, bookstore. Some expressed a desire that South Berkeley accomodate its residents' day-to-day shopping needs.

A second data source in evaluating whether the current businesses in South Berkeley are satisfying consumers' needs is local residents' shopping patterns. Some of these data are found in the Office of Economic Development 1986 South Berkeley Shoppers' Survey. (See Table 30)

From this survey we can draw a rough profile of South Berkeley consumers:

- 70% drive to do their shopping
- 60% buy groceries either at Safeway or the Co-op
- about 75% go outside of Berkeley to buy clothes
- about 75% repair their autos in Berkeley, either informally with friends or though established businesses
- 64% patronize the Ashby Flea Market less than once per month

This profile describes what current consumer patterns actually are. There is a second, more difficult question of what consumer patterns should be: is the above profile "desirable" or not, and should we seek to change it in some way? The Shopper's Survey addresses this question somewhat in its last two questions asking whether consumers are satisfied with the quality and prices of goods in South Berkeley. The data indicate that consumers are at least somewhat satisfied with the quality of consumer goods, but that prices are judged to be too high. The City has no data on prices of goods in South Berkeley compared with other areas.

#### 5. Distribution of Retail Types in South Berkeley

A final quick way of evaluating whether the types of retail businesses in South Berkeley meet consumer's needs is to compare that distribution with the typical distribution of store types found in neighborhood shopping centers across the nation. This comparison is shown in Table 7, which compares the eighteen most frequent retail types of typical neighborhood commercial districts (both planned shopping centers and retail strips) with the most frequent retail types in the South Berkeley Title IX Area. Table 7 suggests that liquor stores and antique stores are over-represented in South Berkeley -- they occur proportionately more in South Berkeley than



in the typical neighborhood commercial district. Drug stores, women's clothing stores, and appliance stores are, conversely, underrepresented, Although planning for South Berkeley should not necessarily seek to emulate typical neighborhood commercial districts, planning should be founded upon an articulate vision of what is desired for South Berkeley. (See Table 31)

## VII. CURRENT ECONOMIC DEVELOPMENT PROGRAMS

### Summary of Findings

- \* The South Berkeley Neighborhood Development Corporation (SBNDK), begun in 1986 with the collaboration of the Office of Economic Development, is expanding its organizational base and beginning to take a forceful role in both influencing City policy decisions, and initiating its own programs
- \* The Revolving Loan Fund has been recently reactivated and publicized, and is now considering loan applications
- \* The Office of Economic Development (OED) handles an average of nine requests per month for technical assistance to South Berkeley businesses
- \* O.E.D. staff has started a marketing campaign to attract businesses to South Berkeley
- \* O.E.D. staff has recently studied the feasibility of Ashby BART development, and found it currently infeasible
- \* The Black Repertory Theater and two City operations have located in the Adeline-Alcatraz area as part of the revitalization of the South Berkeley community
- \* The Sacramento 3000 Block Redevelopment project is scheduled for completion in October, 1988
- \* There is a set of design guidelines to guide future commercial development along Sacramento Street

### Introduction

There are many programs that bear upon economic development in South Berkeley; all of them, however, can be subsumed under two overriding goals: first, strengthen the present commercial sector in South Berkeley and second, attract new businesses to South Berkeley.

#### A. Office of Economic Development's Marketing Program

The Office of Economic Development (OED) has organized a direct mail advertising campaign to encourage Bay area businesses to locate in South Berkeley. OED has identified underutilized commercial space in South Berkeley and contacted targeted Berkeley businesses that might wish to expand or relocate to South Berkeley. The targeted businesses were developed from local business owners' input and are listed in Table 29, in the "Market Area" section of this report.

The advertising itself emphasizes the benefits of locating a business in South Berkeley, including access to Revolving Loan Fund money. Also advertised is the availability of HUD section 312 money for commercial rehabilitation. Although this program is administered solely by HUD, the O.E.D. does help to advertise the availability of funds.

In addition to the mail advertising campaign, a second component to O.E.D.'s marketing effort is its space development policy. O.E.D. keeps an inventory of all available commercial space in South Berkeley. It puts this inventory to use by maintaining close ties with local realtors. In effect, O.E.D. advertises to realtors so that they, in turn, will advertise South Berkeley locations to their clients.

#### B. Office of Economic Development's Technical Assistance Program

The Office of Economic Development is the central City office for handling business requests for information, referral, and technical assistance. The office receives an average of 36 calls per month from Berkeley businesspersons. About one quarter are related to South Berkeley -- meaning either that the business is currently located in South Berkeley or that it may move there. Between one-quarter and one-half of the requests for assistance are from businesses owned by Blacks and other ethnic groups. Half the businesses seeking assistance are in the service sector (as opposed to retail or manufacturing).

The OED staff have a comprehensive knowledge of both the process of business development and of the various city programs, licenses, and regulations pertaining to Berkeley businesses. Most calls to the OED result in information and referral -- either general advice on business development and dealing with the City, or referrals to other more specialized organizations (including referrals to the Revolving Loan Fund). About 15% of the calls result in what might be called "advanced technical assistance" -- site assistance, loan packaging and consulting, detailed technical assistance. Obtaining working capital and capital improvement funds are the most pressing financial problems facing businesses.

#### C. South Berkeley Neighborhood Development Corporation

The South Berkeley Neighborhood Development Corporation (SBNDC) was officially created in December of 1986 under the guidance of the Office of Economic Development. The need for the SBNDC developed from a longstanding resident belief that South Berkeley's needs could be better met through a strong community-based organization. The SBNDC's mission statement calls upon it to support economic development, human development, and social service projects in South Berkeley.

Membership in the SBNDC is open to all South Berkeley residents and to any who have an interest in South Berkeley development. The SBNDC is young and growing. Immediate organizational priorities are to expand the membership, to hire additional staff, and to develop an advisory board.

A reading of past minutes of the SBNDC reveals several functions of the organization:

- 1) The SBNDC voices South Berkeley residents, opinions to City staff and thus serves as an advisor to City staff. Representing South Berkeley residents, the SBNDC has had early and ongoing input into policy decisions by the City.



2) The SBNDC has also communicated in the opposite direction, publicizing City programs and policies to South Berkeley residents.

3) The SBNDC provides a central discussion forum for community leaders.

4) Increasingly, the SBNDC is itself initiating policy recommendations and sponsoring its own agenda, thus empowering itself to become a strong, independent actor in South Berkeley politics. A future volunteer mentor program is one example of a self-sponsored project.

#### D. Revolving Loan Fund

In 1985, the Economic Development Association reactivated Berkeley's Title IX Area revolving loan fund. \$240,000 of the original fund remains to be loaned out to businesses in the Title IX Area. These funds are loaned out at four points below the current Federal Treasury Rate, and must be leveraged by private loans on a two to one, private to public basis. These loans, though especially targeted at ongoing businesses, are also available to start-up businesses in the South Berkeley Title IX Area.

The City has contracted with the East Bay Small Business Development Center for loan packaging and review. Final approval of loans rests with the Loan Administration Board, and the City administers the eventual payment of any loans.

#### E. Ashby BART Development Project

In 1985-86, Office of Economic Development staff calculated feasibility and financing scenarios for possible development at the Ashby BART station. All development scenarios at the time were judged infeasible, in part due to the high cost of constructing an above grade "pad" upon which parking would occur. This pad had been suggested in a 1964 agreement between BART and the City of Berkeley.

More recently, the City and BART have agreed that the pad requirement is inappropriate, and BART has agreed to consider development proposals which instead use a multi-level parking garage to accomodate both BART and development parking needs. However, even without the pad requirement, Ashby development is still infeasible under current market conditions. The project will be reconsidered when market conditions improve. Studies have shown that community supported mixed-use scenarios will be more feasible at a later date.

#### F. General Promotion and Community Involvement

The Office of Economic Development maintains a strong presence in the South Berkeley community through the publication of its monthly newsletter, the Revitalization Exchange. This is hand delivered by South Berkeley youth to all South and West Berkeley residents.

O.E.D. also initiates other local involvement as situations indicate. For example, at the 1987 Juneteenth celebration, O.E.D. and local merchants sponsored a booth on economic development in South Berkeley.

### G. Real Estate Development

One aggressive policy option for the City is to participate wholeheartedly in the local real estate market. The city can be a powerful actor in developing its own real estate, and thus strongly influence other development. Several recent actions have followed this policy:

- Building the City owned and financed Black Repertory Theater building in South Berkeley
- Moving the Berkeley Housing Authority to City-owned property at Adeline and Alcatraz
- Housing the City-sponsored Energy Services Corporation in South Berkeley

### H. Sacramento 3000 Block Project

In January, the Redevelopment Agency started in earnest to buy the existing properties along the west side of the 3000 block of Sacramento between Ashby and Prince. New construction on the site will begin in April, 1988. The Mayor's Committee on the 3000 Block has decided that the development will be residential rather than commercial. Approximately forty units will be constructed. The construction phase will generate jobs for Berkeley residents through the City's First Source Program. (See Employment Section of the Economic Development Element). This project will contribute to the commercial revitalization of Sacramento Street by locating a vital residential community near existing commercial uses. Increased local consumer demand will improve the business climate along Sacramento Street.

### I. Berkeley's Design Review Ordinance

Berkeley's Design Review Ordinance, passed in June 1986, specifies a design review procedure for all projects in non residential zoning districts that require a building permit. The Ordinance covers all exterior building work, including new construction, alterations, and the erection or replacement of signs. The design review process, conducted by either the planning staff or the Design Review Committee, determines whether a design proposal meets the design criteria. The Committee possesses the authority to approve or disapprove a design application, or require modifications to the design.

The Ordinance defines four design areas to which the guidelines apply: the siting of the building and parking, building facades, landscaping and open space, and circulation. The guidelines are strongly contextual: they encourage facade designs that complement the existing architecture.

### J. Infrastructure Development

Over the next three years, all commercial roads in South Berkeley will be resurfaced.

## VII. EMPLOYMENT CONCERNS: GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

### Introduction

This section defines employment objectives within the context of strengthening South Berkeley's economic base and maintaining South Berkeley's Black community. Affordable local goods and services and the maintenance of South Berkeley's economic and community structure will directly influence South Berkeley's wage earners' and the unemployed's ability to remain in the community.

Non profit ownership of businesses will expand ownership opportunities within South Berkeley and offer to wage earners and the unemployed the possibility of becoming owners in cooperative business enterprises. Removing some South Berkeley businesses from the private market will promote affordability and stability and recycle the community's capital.

Community participation in economic decision making and political processes will determine in whose interest South Berkeley's economic revitalization occurs. Wage earners and the unemployed can ensure that their issues are addressed by involving themselves in both community and electoral politics.

Improvements to the training and placement programs that serve Berkeley residents will increase the participation of South Berkeley residents and provide better linkages to jobs throughout the City. The public service and social service job sectors could be expanded with the goal of hiring South Berkeley's unemployed. Linkages between training and placement programs and the high school would facilitate youth entry into the job market.

Development of a job support system would complement the job placement program in providing clients needed services, including childcare and psychological counseling, and thereby encouraging clients to remain employed.

The Office of Economic Development (OED) has been instrumental in initiating a long term revitalization program for South Berkeley. It is imperative that OED continue to take a primary role in defining this economic development program.

Redevelopment funding, in conjunction with other funding sources, could support business retention and attraction efforts, provide loan packaging assistance, aid to small businesses seeking to buy their own buildings, assist employment placement programs, and aid worker buyouts of businesses for the purpose of establishing cooperative enterprises. Redevelopment funds could take the form of direct grants, serve to leverage other funds such as foundation dollars, or free other funds for economic development.

**GOAL:** Promote South Berkeley resident local investment and ownership in property and business

The key to preserving a vital and economically strong Black community in South Berkeley is ensuring resident control over the community's resources: continued resident ownership of property, circulation of capital within



South Berkeley, access to affordable private and nonprofit ownership opportunities. A stable Black community will improve the current employment situation by: ensuring a strong job base in South Berkeley; linking employment opportunities to ownership opportunities; strengthening the network of community and economic institutions that provide a support system to resident wage earners and the unemployed; and ensuring that current South Berkeley wage earners and the unemployed can continue to afford to live in the community.

- POLICIES:
1. Retain capital in South Berkeley by promoting resident and business savings and local investment
  2. Promote resident ownership of South Berkeley's businesses
  3. Encourage and facilitate resident purchase of South Berkeley's businesses
  4. Encourage entrepreneurial efforts in South Berkeley
  5. Expand access to business assistance and resources for property acquisition
  6. Retain existing South Berkeley businesses
  7. Support the SBNDC as a vehicle for expanding local business ownership

IMPLEMENTATION STRATEGIES:

1. Target Redevelopment and other funding, as well as information and referral services through OED in promoting commercial cooperatives
2. Assist in creating entrepreneurial training programs, including the use of mentors, using an existing OED program as a model
3. Create an incubator for South Berkeley entrepreneurs that would provide a centralized subsidized location, technical assistance, and a range of services to tenants. This project should be a public/private partnership involving OED, and could be partially funded with the use of Redevelopment funds
4. Promote existing City rehabilitation programs for commercial and mixed use projects, employing Redevelopment funds as one funding source
5. Continue support for the existing local business ownership program which provides technical assistance, low interest loans, and entrepreneurial training through OED and other business assistance programs
6. Facilitate the creation of a South Berkeley credit union
7. Encourage banks and other lending institutions to locate branch offices in South Berkeley

GOAL: Encourage South Berkeley community participation in the social and political processes that will determine its future

South Berkeley residents, business owners, and community organizations can act in the interests of the community to formulate economic development policy and press for its adoption. A major policy area is South Berkeley employment. The South Berkeley community should assume an active role in defining employment policy, given that unemployment affects a significant number of South Berkeley residents.

- POLICIES:
1. Promote South Berkeley community institutions, including: nonprofit organizations, churches, social service agencies
  2. Facilitate community input into political decision making
  3. Support the SBNDP as an advocate for South Berkeley residents and business interests
  4. Promote opportunities for the working population in South Berkeley to occupy a decision making role in their workplaces and for the unemployed to participate in decision making in the community at large

IMPLEMENTATION STRATEGIES:

1. Increase merchant participation in local business organizations and Citywide organizations, e.g., the Chamber of Commerce
2. Facilitate links between the business community, residents, and existing South Berkeley community and cultural institutions, employing OED in a coordinating role
3. Support mechanisms which provide opportunities for the working population and the unemployed to have input into the economic decision making process, including: public forums, legal representation, access to City staff

GOAL: Promote full employment for South Berkeley residents

This report has pointed to the high unemployment rate in South Berkeley, particularly among Black residents. This factor, when coupled with low educational levels for South Berkeley residents relative to the City as a whole, points to the necessity for a comprehensive employment program that can identify South Berkeley residents in need of employment assistance and provide a range of training, placement, and social services.

- POLICIES:
1. Retain and create high quality jobs for South Berkeley residents. Such jobs offer wages above the minimum wage, health benefits, and advancement opportunities
  2. Link social services and unemployment assistance with job training and placement programs

3. Support job related services in the workplace
4. Promote affirmative action in Berkeley's public and private business sectors
5. Maintain a current and comprehensive data base on South Berkeley's unemployed and changes in Berkeley's job market
6. Integrate educational and job training programs
7. Develop a comprehensive job training and placement program in Berkeley based on a partnership between the City, educational institutions, businesses, and nonprofit organizations
8. Improve basic skills of high school students and reduce the dropout rate
9. Retain and attract Berkeley businesses that offer high quality employment opportunities which match South Berkeley residents' occupational and skills profile
10. Match individuals' current skill levels with available jobs
11. Provide training directly linked to job advancement

#### IMPLEMENTATION STRATEGIES:

1. Develop pre-employment and job readiness programs that provide a range of employment and social services in the following areas: social skills, psychological counseling, stress reduction, conflict resolution, dealing with authority, employee rights and responsibilities, time and attendance procedures, job search, resume writing, the interview process, job advancement. Redevelopment money could fund technical assistance in these areas
2. Link job readiness programs with the high school curriculum
3. Link Berkeley High School to apprenticeship programs
4. Tie job readiness and pre-employment programs to South Berkeley businesses, with assistance from OED
5. Condition grants to job training and placement agencies on their use of specific City defined pre-employment and job readiness programs defined by OED
6. Develop a subsidized sheltered job program that would place South Berkeley residents in apprenticeship positions. Redevelopment funds could be used to leverage foundation grants for technical assistance in support of this program
7. Conduct a comprehensive evaluation of existing job training and placement organizations by January, 1988 under OED's auspices



8. Ensure, under OED oversight, that the following elements are included in a model job training and placement program:
  - a. outreach to the unemployed and Berkeley businesses seeking employees: comprehensive marketing plan, information hotline, centralized job referral
  - b. intake and assessment component: incentives for JTPA funded agencies to assist clients in obtaining documentation, incentives to individuals who lack documentation to encourage them to obtain necessary identification, expanded intake programs that reach persons who are not registered as unemployed but are unable to find work, increase job placement capabilities of agencies through the allocation of CDBG and CSBG funds, where appropriate, to those agencies that have in the past only received JTPA funds, allocation of JTPA credit to those agencies that place individuals through the City's First Source program, centralized intake function
  - c. job placement component: identification of existing job market and industry changes that might affect individual placements, consistent reporting system for job placements by all agencies, match between training requirements and equipment and prevailing job specifications
9. Link EDD and Berkeley High School with the City community based agency structure
10. Develop a list of economic indicators and a survey method for accurately assessing the nature and extent of South Berkeley unemployment
11. Conduct a survey of South Berkeley's households to measure unemployment, with a particular emphasis on those individuals who are not registered with the EDD as unemployed. This survey should be conducted every three years by OED in cooperation with the Advanced Planning Division of the Planning and Community Development Department
12. Allocate funds and technical assistance to the SBNDP for business ventures. Redevelopment funds and foundation grants could provide financing for these efforts
13. Promote First Source employment agreements with City projects and other publicly assisted projects under OED auspices
14. Promote voluntary First Source employment agreements with existing Berkeley employers when jobs match the skills of the unemployed
15. Link First Source program to work experience employment

16. Promote linkages between the SBNDC and the First Source program, including: a mentorship program and First Source publicity. OED should act as a facilitator
17. Promote local hiring by South Berkeley businesses
18. Promote affirmative action hiring of South Berkeley residents in Berkeley businesses that offer high quality jobs
19. Target for retention and expansion blue collar occupations and industries that offer high quality jobs in Berkeley
20. Develop a job support structure that incorporates childcare, psychological counseling, and other related services. Redevelopment funds could be used to provide technical assistance through a nonprofit in establishing this program
21. Promote South Berkeley resident hiring in City jobs
22. Develop coordinated funding, recordkeeping, and planning for the allocation of CDBG, CSBG, and JTPA funds
23. Continue City support for business retention and attraction efforts in Berkeley through continued OED funding and the allocation of staff to OED
24. Target unions for job opportunities for South Berkeley residents

GOAL: Ensure the retention of the Black and low income community in South Berkeley as the beneficiaries of economic revitalization, and reinforce existing ethnic and cultural traditions

Data from the Census indicates that there was a dramatic loss of Black population from 1970 to 1980. This trend will continue unless the City takes steps to reverse it. The limited availability of entry level high quality jobs in the City is a major contributing factor to the loss of longterm South Berkeley residents. South Berkeley wage earners and the unemployed find it increasingly more difficult to remain in the community and also support themselves.

If more low income and Black South Berkeley wage earners, the unemployed, and their families are forced out of the community, there will be an accompanying destabilization of existing social, political, and cultural institutions in South Berkeley. This network of institutions creates a strong and vital sense of community among South Berkeley's residents, including its wage earners and unemployed, and provides support structures without which the Black community cannot thrive. Reinforcement of these institutions and traditions contributes to the continued presence in South Berkeley of low income and Black wage earners and unemployed who seek to live in a community that reflects their values and lifestyle.

- POLICIES:
1. Promote City and non profit participation in business and housing enterprises
  2. Preserve business affordability for low income South Berkeley residents and wage earners
  3. Strengthen South Berkeley community institutions
  4. Acknowledge and affirm significant South Berkeley cultural institutions

IMPLEMENTATION STRATEGIES:

1. Promote the SBNDP as a participant in public/private cooperative business ventures
2. Target Redevelopment and other funding and technical assistance for nonprofit business enterprises in South Berkeley. These efforts should be coordinated through OED
3. Encourage business support of South Berkeley's cultural institutions
4. Provide City support for South Berkeley's community and cultural institutions
5. Promote linkages between South Berkeley's community organizations
6. Develop and implement buyout strategies under OED direction as a means to promote non profit ownership of South Berkeley's businesses. Redevelopment funding could be targeted for this program

GOAL: Link South Berkeley to the Citywide economy, including the University of California at Berkeley as a major job provider

South Berkeley's integration into the Citywide economy will result in the more even distribution within Berkeley of public and private resources, while increasing South Berkeley's access to capital, City services, and job opportunities.

- POLICIES:
1. Promote public/private partnerships between the City, nonprofit organizations, and businesses
  2. Integrate existing City services
  3. Match job recruitment and training programs with employment opportunities in Berkeley and Alameda County
  4. Promote investment in South Berkeley on the part of private investors, banks, and the City



5. Promote investment opportunities for South Berkeley residents and businesses
6. Promote public, social service, University, and nonprofit employment for South Berkeley residents
7. Ensure South Berkeley's unemployed access to jobs in the rest of the City

#### IMPLEMENTATION STRATEGIES:

1. Under OED direction, place unemployed South Berkeley residents in jobs making City capital improvements under the direction of private contractors
2. Under OED direction, target available West Berkeley and Downtown jobs that could be occupied by unemployed South Berkeley residents through First Source agreements
3. Place unemployed South Berkeley residents in social service jobs that promote community safety and provide support services to working persons, including: police aides, childcare workers, health care workers, community organizers
4. Under OED direction, develop and implement a marketing strategy for South Berkeley that promotes business investment by South Berkeley and outside investors, while ensuring community participation in investment decisions and ownership. Redevelopment funds could be used to provide technical assistance for implementing marketing strategies
5. Develop and implement a revitalization plan for significant commercial locations in South Berkeley that incorporates public and private participation, OED participation, and Redevelopment funding for the reuse of vacant lots, building acquisition by small businesses, and assembly of loan funds for businesses
6. Under OED direction, create a Committee composed of South Berkeley residents and University staff to develop a job training and placement plan that targets South Berkeley residents for University employment

#### IX. COMMERCIAL AREAS: GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

Economic revitalization encompasses improving existing businesses as well as attracting new businesses, with the ultimate goal of creating a vital and economically sound business sector that directly serves the needs of South Berkeley residents. The following goals and policies are directed at revitalizing South Berkeley's commercial sector while ensuring continued local ownership of businesses, capital retention and recirculation in South Berkeley, and increased local consumer satisfaction.

The following economic development policies and programs are grouped under two overall goals. Although a program may serve more than one goal, it is listed here only under the one goal which it most serves.

GOAL 1. STRENGTHEN SOUTH BERKELEY'S COMMERCIAL SECTOR WITHOUT DISPLACING EXISTING BUSINESSES

Many elements make up South Berkeley's distinctive character, among them a Black majority, a significant elderly population, many longtime residents and businesses. The present character of South Berkeley depends in large part upon these longtime residents and businesses. Economic development policy must make special efforts to strengthen South Berkeley commercial areas without displacing what is there now.

POLICY 1.1 Strengthen individual businesses currently in South Berkeley

This section discusses implementation strategies that assist individual businesses. Those implementation strategies under POLICY 2.2 will discuss ways of strengthening the overall commercial sector in South Berkeley.

1. Continue present programs of technical assistance

The Office of Economic Development is performing a much-needed information and referral service to businesspersons throughout Berkeley, and should continue doing so. It serves as a valuable troubleshooter for two types of businesses: first, for those businesses currently in Berkeley which may be having difficulty, for one reason or another, staying in Berkeley. These include the numerous corner stores that sell goods in small quantities to persons who do daily shopping and are conveniently located for those who cannot easily travel to a larger market.

Secondly, OED can help those South Berkeley businesses that wish to expand in Berkeley, often by helping to find appropriate commercial space, or by helping a business negotiate with various City departments. There is an additional overall benefit of goodwill: showing that Berkeley cares about the needs of the small businessperson. Redevelopment funding could be used to assist in loan packaging, purchase of property by individual businesses, assembly of loan funds for businesses.

2. Sponsor technical assistance workshops for local businesspersons

The current format for technical assistance is problem-solving through the Office of Economic Development. This can be effectively supplemented by workshops for local businesspersons.

3. Sponsor a Mentor Program to improve managerial skills

Often a key element in improving small business success is to concentrate on improving management and entrepreneurial skills. A Mentor program, in which successful businesspersons share their expertise with less experienced businesspersons, is one way of achieving this.

#### 4. Assist businesses in preparing marketing plans

Many older businesses in South Berkeley do not have extensive marketing and publicity plans, and have survived by catering to a small, local clientele. If these businesses are to continue to survive in South Berkeley, they must develop more effective and larger scale marketing plans. Cooperative marketing plans, in which businesses collaborate on advertising content and share the costs, are particularly appropriate.

### POLICY 1.2 Strengthen the overall business climate in South Berkeley

#### 1. Streamline the zoning and permit process

The new C-1(SA) zoning reclassification has expanded the number of businesses which can locate in South Berkeley by administrative action rather than by public hearing. This helps simplify the permit process. It is still a cumbersome process, however. There is no "one stop shopping" for business permits. A business owner must typically go to several City departments, each with its own fees, processing procedures, and time schedules for application.

#### 2. Rewrite the City's Zoning Ordinance

The City's Zoning Ordinance needs to be rewritten for accuracy, consistency, and ease of use.

#### 3. Strengthen existing Merchant and Property Associations

The Merchant and Property Associations in South Berkeley can strongly and actively voice the business concerns of all South Berkeley businesses. The City should work with the existing Merchant and Property Associations to help expand the Associations' membership base and provide greater services to their members.

#### 4. Reduce crime in South Berkeley commercial areas

Both the perception and the reality of crime in South Berkeley discourages patronage of the communities' businesses. A crime prevention program organized through the Merchants Associations would address this problem.

#### 5. Encourage mixed-use developments

The C-1SA zoning reclassification encourages private developers to build mixed-use (mixed retail-residential) developments. The City should employ mixed-use scenarios in its development projects on City owned land. The Land Use Element of the South Berkeley Area Plan documents the historic prevalence of mixed use development along the community's major commercial corridors. Mixed-use development is more appropriate in scale and character to South Berkeley than large single-use, either commercial or residential. Residents of mixed-use developments would themselves contribute to the local commercial market.



6. Seek a more attractive mix of usages that will encourage shoppers

There are several prominent types of businesses, including, for example, furniture stores and clothing stores, that are missing in South Berkeley. (This was previously discussed in the Market Areas section entitled Viable Businesses in South Berkeley). Filling these gaps would help to create a more well-rounded shopping district which would increase retail patronage.

Some office development is appropriate to South Berkeley's commercial mix, and to that extent, business service such as photocopying are needed to maintain and attract offices. However, the overall emphasis is upon attracting retail uses.

7. Improve City services in South Berkeley

South Berkeley commercial areas need more diligent street cleaning and garbage collection in order to maintain an attractive shopping area.

POLICY 1.3 Physically rehabilitate South Berkeley, both individual businesses and the existing infrastructure

All policies discussed thus far affect the financial strength, in a somewhat abstract sense of the term, of businesses. But businesses are also very tangible, and business strength is evidenced by the physical condition of individual buildings and the surrounding neighborhood.

1. Conduct a transportation study of South Berkeley

The Transportation Element of the South Berkeley Area Plan will identify transportation issues, areas for further study, and goals and policies. The element will examine circulation and parking issues particular to major commercial areas, including Sacramento Street and the Adeline-Alcatraz intersection. (See Transportation Report)

2. Assist businesses with the clean up of hazardous materials

Some South Berkeley businesses will be required to remove hazardous materials from their lots and buildings. Redevelopment funding could provide financial assistance when other monies are unavailable or are inadequate. (See Hazardous Materials Report)

3. Make improvements to South Berkeley's infrastructure

The list of needed infrastructure improvements includes: streets, sidewalks, median strips, lighting, landscaping, crosswalks, pedestrian walkways. Redevelopment funds could be used for this purpose when the needed infrastructure improvements are linked to building renovation at a specific site.

4. Provide financial assistance for commercial rehabilitation

Redevelopment funds could be used to provide loan packaging assistance for businesses seeking financing for building renovation.

#### POLICY 1.4. Retain capital in South Berkeley

Capital retention completes the cycle of neighborhood assistance, and ensures that the City's efforts in South Berkeley will benefit those currently residing there.

##### 1. Encourage local ownership of businesses

Local ownership should be the cornerstone of South Berkeley Economic Development policy, for several reasons. Local ownership is a means towards keeping capital circulating within South Berkeley. It is also a means towards local accountability and empowerment, as many of those committed to South Berkeley have some economic stake in the neighborhood. Finally, South Berkeley is the only community remaining in Berkeley where Blacks are a majority. This is especially important as the City of Berkeley continues to lose its overall Black population. Redevelopment funds could be used to assist South Berkeley residents who are businesspersons to buy their own buildings, or to develop vacant lots or buildings as viable businesses.

##### 2. Encourage lending institutions to stay and to locate in South Berkeley

Local lending institutions are extremely important, both as a convenience to South Berkeley residents and as a link between capital and local needs.

##### 3. Encourage local businesses and lending institutions to invest in South Berkeley

The physical presence of lending institutions does relatively little good by itself; those institutions must be further encouraged to invest locally.

#### GOAL 2. ATTRACT NEW BUSINESSES TO SOUTH BERKELEY

The addition of new businesses will broaden and strengthen South Berkeley's commercial base, providing a better mix of local, community, and regional serving businesses. South Berkeley residents have identified the types of businesses that would best serve the community, including possible thematic developments.

#### POLICY 2.1 Continue and expand O.E.D.'s attraction strategies

##### 1. Continue the current marketing campaign

The O.E.D.'s marketing campaign, described in the previous section of this report, should continue. Additional funding could be provided through Redevelopment.

##### 2. Continue promotion of South Berkeley locations among local realtors

O.E.D. maintains close ties with local realtors, whenever appropriate promoting South Berkeley locations for businesses looking for space.

##### 3. Continue promoting the Revolving Loan Fund and HUD 312 Funds

## POLICY 2.2 Target desirable businesses for South Berkeley

### 1. Consider and decide upon possible thematic developments

One way to develop a commercial district is to unify it under a particular theme. This can give a greater sense of identity and purpose to a district. Two such themes have been discussed, by both staff and residents, for developments within South Berkeley. One is a home improvement theme, encompassing such possible usages as a furniture store, appliance store, contractors' offices, home improvement stores, used tool shops, and self-help resource centers. Also, an expansion of the successful tool lending library would fit well into this theme.

A second theme is a multicultural ethnic theme encompassing ethnic arts stores, ethnic restaurants, especially those with outdoor eating areas, a cultural center and museum, community plaza, annual festivals and other uses that support the multicultural character of the community.

Both of these themes build upon some of the strengths and present usages within South Berkeley, and both could serve to make South Berkeley a stronger reference point in the East Bay. Also, these two themes are not mutually exclusive; South Berkeley is large enough to accomodate both. For more discussion of thematic development, see the Open Space Element of the South Berkeley Area Plan.

### 2. Expand the list of targeted businesses to include the following:

Nighttime uses such as dinner/entertainment restaurants and supper clubs, bowling alleys, and video stores.

Neighborhood serving retail stores such as garden centers, newspaper/magazine stores, florist, shoe store, computer store, small scale food complexes, dress shops, children's clothing stores, bakery and catering business, card shop, variety store, supermarket, and ice cream parlors.

Repair and reuse stores such as tool repair, shoe repair, and appliance repair.

Local serving professional services.

Financial services such as a savings and loan association.

### 3. Attract worker-owned businesses

### 4. Attract businesses that will hire locally

### 5. Develop public-private partnership opportunities to attract businesses

## POLICY 2.3 Develop connections between local businesses and the University of California

Many university towns have learned to use university resources to help local business development. Berkeley should aggressively pursue U.C. Berkeley expertise for commercial revitalization projects.



1. Involve UC Berkeley faculty, staff, and students in technical assistance workshops for local businesspersons
2. Involve UC Berkeley faculty, staff, and students in a Mentor program for local businesspersons that would stress entrepreneurial and management skills

POLICY 2.4 Promote mixed use, commercial, and/or residential projects on commercially zoned sites

1. Identify vacant lots and underutilized sites in commercial zones that might be appropriate for mixed use, commercial, and/or residential development
2. Give workshops for City staff, developers, and the public on the application of the C-1(SA) zoning ordinance
3. Create a mechanism for receiving input from applicants that will aid in further improving the zoning and building approval process

SOUTH BERKELEY TOTAL EMPLOYMENT (1980)

TRACT	TOTAL POP. 16 +	LABOR FORCE	% OF TOTAL POP. 16+	MILITARY	CIVILIAN	UNEMPLOYED CIVILIAN	% OF TOTAL CIVL. L.F.
4233	2744	1357	50%	12	1201	156	11.5%
4234	3507	2173	62%	19	1829	344	15.8%
4235	1740	1084	62%	0	991	93	8.5%
4239	984	631	64%	0	551	80	12.7%
4240	4016	2111	53%	0	1755	356	16.9%
TOTAL SB	12991	7356	57%	31	6327	1029	14.0%
TOTAL BERKELEY	98034	58877	60%	101	56291	2586	4.4%

SOURCE: 1980 Census Summary Tape File 3A

## SOUTH BERKELEY TOTAL MALE EMPLOYMENT BY ETHNICITY (1980)

TRACT	TOTAL MALE POP. 16+	MALE LABOR FORCE	TOTAL MALE POP. 16+	MALE IN MILITARY	MALE EMPLOYED CIVILIAN	MALE UNEMPLOYED CIVILIAN	UNEMPLOYED AS % OF TOTAL MALE CIVILIAN L. F. <sup>1</sup>
4233	1207	626	52%	12	541	85	13.6%
BLK	971	514	53%	12	429	85	16.5%
WHT	171	71	42%	0	71	0	0. %
4234	1595	1052	66%	19	900	152	14.4%
BLK	1003	593	59%	19	493	100	16.9%
WHT	453	383	85%	0	345	38	9.9%
4235	870	563	65%	0	512	51	9.1%
BLK	172	94	55%	0	82	13	13.5%
WHT	575	393	68%	0	357	36	9.2%
4239	511	338	66%	0	296	42	12.5%
BLK	177	108	61%	0	86	21	19.6%
WHT	294	218	74%	0	196	21	9.7%
4240	1844	1114	60%	0	915	199	17.9%
BLK	1411	768	54%	0	607	161	21.0%
WHT	297	238	80%	0	215	23	9.7%
TOTAL SB	6027	3693	61%	31	3164	530	14.3%
BLK	3734	2077	56%	31	1697	380	18.3%
WHT	1790	1304	73%	0	1185	118	9.1%
TOTAL BERKELEY	49376	32417	66%	101	29832	2586	8.0%
BLK	9725	5619	58%	56	4682	937	16.7%
WHT	32460	22364	69%	37	21052	1311	5.9%

SOURCE: 1980 Census: Summary Tape File 3A

<sup>1</sup> Percentages shown are calculations within each category.



## SOUTH BERKELEY TOTAL FEMALE EMPLOYMENT BY ETHNICITY (1980)

TRACT	TOTAL FEMALE POP 16+	FEMALE LABOR FORCE	% FEMALE POP 16 +	FEMALE IN MILITARY	FEMALE EMPLOYED CIVILIAN	FEMALE UNEMPLOYED CIVILIAN	UNEMPLOYED AS % OF TOTAL FEMALE <sup>1</sup> CIVILIAN L. F.
4233	1537	731	48%	0	660	71	9.7%
BLK	1278	574	45%	0	507	67	11.7%
WHT	168	104	62%	0	104	0	0. %
4234	1912	1121	59%	0	929	192	17.1%
BLK	3118	698	53%	0	596	102	14.6%
WHT	437	302	69%	0	232	70	23.2%
4235	870	520	60%	0	479	41	7.9%
BLK	191	109	57%	0	96	13	11.7%
WHT	575	347	60%	0	324	23	7.0%
4239	473	293	62%	0	255	38	12.9%
BLK	204	98	48%	0	79	19	19.0%
WHT	247	187	76%	0	168	19	10.3%
4240	2173	997	46%	0	840	157	15.7%
BLK	1751	784	45%	0	646	138	17.6%
WHT	285	148	52%	0	143	6	4.0%
TOTAL							
SB	6964	3663	53%	0	3164	499	13.6%
BLK	4742	2263	48%	0	1925	338	15.0%
WHT	1712	1089	64%	0	970	118	10.9%
TOTAL							
BERKELEY	50681	28479	56%	4	26460	2019	7.1%
BLK	11929	6038	51%	0	5262	776	12.9%
WHT	32227	18799	58%	0	17756	1042	5.5%

SOURCE: 1980 Census Summary Tape 3A

<sup>1</sup> Percentages shown are calculations within each category.

Table 4 Unemployed and Unemployment Rate by Ethnicity  
of Berkeley Residents, 1970 and 1980

	1970		1980	
	Unemployed	Unemployment Rate	Unemployed	Unemployment Rate
Total	4583	8.3%	3732	7.0%
White	2715	7.6%	2126	5.4%
Black	1391	11.3%	1229	13.7%
Asian/Native American	223	5.2%	258	4.7%
Spanish Origin	254	9.8%	147	5.9%

Source: 1970 data see Markusen (1981), p.45.  
1980 Census Summary Tape File 3A

Table 5

Last Occupation of Experienced Unemployed,  
16 years and older, Berkeley 1970

Occupation	% of all Unemployed	% Berkeley residents in occupation
Professional/Technical Managerial	21.5%	43.3%
Sales	7.3%	5.2%
Clerical	22.6%	23.2%
Service	10.0%	12.5%
Crafts	14.4%	5.4%
Operatives	9.5%	6.5%
Laborers	14.4%	3.8%
Total	100.0%	100.0%

Source: Census of Population, General Social and Economic  
Characteristics, California, 1970 (Table 86 and  
123); Markusen (1981) p. 46.



Table 6

## Demographic Characteristics of Persons Registered for Employment (1983-84).

SEX	1983	1984	Percent Change
Male	3,605	4,135	+14.7
Female	3,710	4,065	+ 9.6
TOTAL	7,315	8,200	+12.1

---

RACE	1983		1984		Percent Change
	Number	Percent	Number	Percent	
White	3,360	50.0	3,290	40.0	- 2.1
Black	2,965	41.0	3,605	44.0	+ 21.6
Hispanic	405	6.0	600	7.0	+ 48.1
Amer. Indian & Nat. Alaskan	40	.5	35	.4	- 12.5
Asian & Pacific Islander	450	6.0	495	6.0	+ 10.0
Unavailable	95	1.2	160	1.9	-0-
TOTAL	7,315	100.0	8,185	100.0	+ 12.1

---

AGE GROUPS	1983		1984		Percent Change
	Number	Percent	Number	Percent	
15 & Under	5	.06	80	.97	+ 1,500
16-19	210	2.80	730	8.90	+ 248
20-21	390	5.30	475	5.70	+ 22
22-39	5,265	71.90	5,190	63.30	- 1
40-54	1,125	15.30	1,335	16.20	+ 19
55 & Over	320	4.30	385	4.60	+ 20

---

EDUCATION	1983		1984		Percent Change
	Number	Percent	Number	Percent	
0-7 (years Completed)	185	2	175	2	- 19.5
8-11	920	9	1,300	16	- 5.4
12	3,110	36	3,105	39	- 41.3
12 & Higher	5,635	57	3,350	42	- 40.6
TOTAL	9,850		7,930		

Percentages may not add up due to rounding off.

Source: California Employment Development Department.

Table 7

## Profile of Applicants at the Berkeley EDD Office (1982, 1985-86)

	7/1/85 - 6/30/86		1982	
Total Applicants and Renewals:	100.0%	6,890	100.0%	12,145
Age:				
<16	3.9%	270	0.1%	10
16-19	8.4%	580	4.3%	520
20-21	6.0%	410	6.2%	755
22-39	59.8%	4,120	69.8%	8,480
40-54	18.1%	1,245	14.6%	1,775
>54	3.8%	260	5.0%	605
Sex:				
Male	63.0%	4,340	53.0%	6,440
Female	36.9%	2,545	47.0%	5,705
Highest School Grade:				
0-7	1.5%	100		
8-11	14.2%	975		
12	33.0%	2,275		
>12	50.9%	3,505		
			Information Not Available	
Race/Ethnicity:				
White	26.9%	1,850	47.0%	5,710
Black	36.7%	2,530	38.7%	4,705
Hispanic	4.4%	305	6.3%	765
Am. Indian & Alaska Native	0.0%	0	0.5%	60
Asian & Pacific Islander	4.9%	335	5.8%	700
Information not available	26.8%	1,845	1.7%	205
Occupational Category:				
Professional, Technical & Managerial	18.7%	1,290	22.3%	2,710
Clerical	21.0%	1,450	20.0%	2,430
Sales	3.8%	265	3.7%	445
Domestic Service	1.5%	100	1.2%	150
Other Service	15.9%	1,095	13.5%	1,645
Agriculture, Fishery & Forestry	1.2%	85	0.9%	115
Processing	1.2%	80	2.8%	345
Machine Trades	4.1%	280	4.2%	510
Benchwork	2.1%	145	1.8%	215
Structural work	8.1%	555	6.9%	835
Motor Freight/Transportation	3.0%	205		
Packaging & Materials Hndlg.	6.2%	430	7.3%	885
Misc. Occupations	0.9%	60		
No Classification	12.3%	850	15.3%	1,860

Source: Berkeley Employment Development Department

Table 8

Occupational Characteristics of EDD Active File (6/86)

Occupation	Active File		Female		Age				Minority	
					22-30		45+			
	%	#	%	#	%	#	%	#	%	#
Total	100%	1,465	29%	430	47%	685	12%	175	42%	620
Professional, Technical & Managerial	18%	265	34%	90	38%	100	21%	55	26%	70
Clerical	18%	265	51%	135	62%	165	4%	10	42%	110
Sales	4%	65	46%	30	31%	20	0%	0	54%	35
Domestic Service	1%	15	67%	10	33%	5	0%	0	0%	0
Other Service	15%	225	33%	75	48%	110	13%	30	53%	120
Agriculture, Fishery & Forestry	2%	25	0%	0	60%	15	20%	5	60%	15
Processing	0%	5	0%	0	100%	5	0%	0	100%	5
Machine Trade	6%	90	0%	0	22%	20	33%	30	28%	25
Bench Work	2%	25	40%	10	60%	15	20%	5	20%	5
Structural Work	10%	150	3%	5	53%	80	13%	20	40%	60
Motor Freight/Transport.	3%	45	0%	0	33%	15	22%	10	44%	20
Packaging & Materials Handling	8%	120	17%	20	58%	70	4%	5	63%	75
Misc. Occupations	1%	20	0%	0	75%	15	25%	5	50%	10
No Classification	10%	150	37%	55	33%	50	0%	0	47%	70

Occupational Characteristics of Eligible Claimants (6/30/86)

Occupation	Active File		Female		Age				Minority	
					22-30		45+			
	%	#	%	#	%	#	%	#	%	#
Total	100%	490	22%	110	50%	245	10%	50	46%	225
Professional, Technical & Managerial	22%	110	27%	30	50%	55	18%	20	36%	40
Clerical	19%	95	42%	40	68%	65	11%	10	42%	40
Sales	4%	20	25%	5	25%	5	0%	0	25%	5
Domestic Service	2%	10	100%	10	0%	0	0%	0	0%	0
Other Service	17%	85	18%	15	53%	45	12%	10	71%	60
Agriculture, Fishery & Forestry	2%	10	0%	0	100%	10	0%	0	100%	10
Processing	1%	5	0%	0	100%	5	0%	0	100%	5
Machine Trade	7%	35	0%	0	29%	10	0%	0	43%	15
Bench Work	2%	10	50%	5	0%	0	50%	5	50%	5
Structural Work	6%	30	0%	0	17%	5	0%	0	50%	15
Motor Freight/Transport.	3%	15	0%	0	0%	0	0%	0	33%	5
Packaging & Materials Handling	8%	40	13%	5	63%	25	0%	0	38%	15
Misc. Occupations	2%	10	0%	0	50%	5	50%	5	0%	0
No Classification	3%	15	0%	0	100%	15	0%	0	67%	10

Source:  
Berkeley  
Employment  
Development  
Department



SOUTH BERKELEY OCCUPATIONAL CATEGORIES (1980)

TRACT YEAR	16+ TOT. CIV. EMP.	PROF/ TECH./ADMIN.	MAN/ SALES	CLERICAL	CRAFTS	OPERS.	TRANS/ EQUIP.	LABOR- ERS	FARM WORKERS	SERVICE WORKERS	PRIV. HH
4233	1201	335	64	315	92	74	58	66	15	175	7
4234	1829	501	131	472	157	42	55	94	20	305	52
4235	993	442	99	177	103	6	4	31	14	108	9
4239	551	210	33	93	67	12	4	13	15	101	3
4240	1697	450	158	410	107	87	58	16	18	331	62
TOTAL S. B.	6271	1937	485	1467	526	221	178	220	82	1020	133
TOTAL BERKELEY	5629	27039	4505	9931	3397	1409	890	1309	605		
S. B. % of TOTAL	11%	16%	11%	15%	15%	16%	20%	17%	14%	15%	21%

SOURCE: 1980 U.S. Census Summary Tape File 3A

SOUTH BERKELEY OCCUPATIONAL CATEGORIES: BLACK PERSONS(1970-80)SOUTH BERKELEY TOTALS

<u>YEAR</u>	<u>16+ TOT. CIV. EMP.</u>	<u>PROF/ TECH.</u>	<u>MAN/ ADMIN.</u>	<u>SALES</u>	<u>CLERICAL</u>	<u>CRAFTS</u>	<u>OPERS.</u>	<u>TRANS/ EQUIP.</u>	<u>LABOR- ERS</u>	<u>FARM WORKERS</u>	<u>SERVICE WORKERS</u>	<u>PRIV. HH</u>
1970	5372	500	223	133	1253	588	543	271	542	19	969	328
1980	3662	465	293	280	1027	257	177	127	220	40	688	132
% Change From 1970 to 1980	-32%	-7%	+31%	+111%	-18%	-56%	-67%	-53%	-59%	+111%	-29%	-60%

SOURCE: Table P-3 "Labor Force Characteristics Of The Population: 1970  
1970 Census of Population and Housing PHC(1)-189  
Bureau of the Census

1980 U.S. Census Summary Tape File 3A

1970-80 COMPARISON OF SOUTH BERKELEY OCCUPATIONAL CATEGORIES

SOUTH BERKELEY TOTALS

TRACT YEAR	16+ TOT. CIV. EMP.	PROF/ TECH.	MAN/ ADMIN.	SALES	CLERICAL	CRAFTS	OPERS.	TRANS/ EQUIP.	LABOR- ERS	FARM WORKERS	SERVICE WORKERS	PRIV. HH
1970	7656	1221	357	252	1834	747	697	317	632	24	1187	398
1980	6271	1350	587	485	1467	526	221	178	220	82	1020	133
<hr/>												
% CHANGE FROM 1970 to												
1980	-18%	+11%	+64%	+92%	-20%	-30%	-68%	-44%	-65%	+242%	-14%	-67%
<hr/>												

SOURCE: TABLE P-3 "Labor Force Characteristics of the Population: 1970"  
1970 Census of Population and Housing PHC (1)-189

1980 U.S. Census Summary Tape File 3A



TABLE 12 Percent of Employed Berkeley Residents who  
Also Work in Berkeley by Industry, 1970 and 1980

Sector	% who Reside in Berkeley who also Work in Berkeley		% Change
	1970	1980	
Construction	30.0	35.4	+5.4%
Manufacturing	33.6	31.7	-1.9%
Transportation/Communications/ Utilities	20.6	19.3	-1.3%
Wholesale/Retail	51.8	40.2	-11.6%
Finance/Insurance/Real Estate	40.7	38.5	-2.2%
Business & Repair	44.6	44.7	+0.1%
Personal Service	66.1	56.0	-10.1%
Professional Services	66.6	51.8	-14.8%
Public Administration	29.0	24.5	-4.5%
Total	51.5	43.3	-8.2%

Source: U.S. Bureau of the Census, Census of Population: 1970 & 1980  
Subject Reports, Final Report, PC(2)-6D, Journey-to-Work  
Table 2; Markusen (1981). p. 37 for 1970 data.

TABLE 13 Percent of Employed Berkeley Residents Who  
Also Work in Berkeley By Occupation, 1970 and 1980

<u>Occupation</u>	<u>% of those reside in Berkeley who also work in Berkeley</u>		<u>% change</u>
	<u>1970</u>	<u>1980</u>	
Managerial, Professional & Technical	54.2	42.8	-11.4%
Sales	58.2	47.1	-11.1%
Administrative support	52.7	44.7	-8.0%
Service occupations	61.1	51.9	-9.2%
Precision production, craft & repair	35.2	42.4	+7.2%
Operators, fabricators & laborers	40.7	29.6	-11.1%
Total	51.5	43.3	-8.2%

Source: U.S. Bureau of the Census, Census of Population: 1970 and 1980,  
Subject Reports, Final Report, PC(2)-6D, Journey-to-Work,  
Table 2; Markusen (1981), p. 36 for 1970 data.

Table 14

## South Berkeley Industrial Sector Trends (1983-1986) (1)

SIC Code Industrial Sectors	1986	1983	% Change	1986 (2)	1983 (3)	% Change	1986	1983	% Change
	Business Licenses	Business Licenses		Employees	Employees		Gross Receipts	Gross Receipts	
Agriculture, Forestry, Fishing (4)	2	1	100%	2	1	100%	N/A	N/A	N/A
Mining/Construction (4) (5)	4	5	-20%	6	6	0%	N/A	N/A	N/A
Manufacturing (4)	10	6	67%	56	23	143%	N/A	N/A	N/A
Transportation/Pub. Utilities (4)	1	0	ERR	4	0	ERR	N/A	N/A	N/A
Wholesale Trade (4)	5	6	-17%	7	8	-13%	N/A	N/A	N/A
Retail Trade	52	62	-16%	138	157	-12%	\$4,542,916	\$4,169,786	9%
Finance, Insur., Real Estate (6)	265	267	-1%	220	232	-5%	\$3,466,321	\$2,685,237	29%
Services	148	137	8%	396	352	13%	\$8,036,200	\$6,272,279	28%
Public Administration (4)	2	0	ERR	3	0	ERR	N/A	\$0	\$0
Total (7)	489	484	1%	832	779	7%	\$17,171,094	\$13,597,425	26%

(1) The source of this data is City of Berkeley Business License data, 1983, 1986. This source does not include public institutions (i.e. University of California at Berkeley, City of Berkeley)

(2) In 1986 93 businesses reported 0 employees. 83 of these were in the "Lessors of Real Estate" SIC classification.

(3) In 1983 90 businesses reported 0 employees. 79 of these were in the "Lessors of Real Estate" SIC classification.

(4) Gross receipts omitted because their publication could result in the disclosure of confidential information.

(5) Includes businesses working on contract in Berkeley, with offices elsewhere.

(6) Includes 252 lessors of real estate in 1983, and 262 lessors of real estate in 1986. Does not include banks or savings and loan institutions.

(7) Gross receipts total includes all businesses, including those in industrial sectors too small to disclose sector total.



TABLE 15

WORKERS 16 AND OVER BY PLACE OF WORK AND TRAVEL TIME TO WORK<sup>1,2</sup> (1980)

## TRAVEL TIME TO WORK

TRACT	WORKED IN BERKELEY	WORKED OUTSIDE OF BERKELEY	LESS THAN 10 MINUTES	TOTAL	MEAN TRAVEL TIME TO WORK (MIN.)
4233	312	839	113	1260	25
4234	717	1020	158	1896	25
4235	425	455	87	913	24
4239	260	239	40	495	24
4240	471	981	95	1679	26
TOTAL	2185	3534 62%	493	6243	25 (Average)
CITY OF BERKELEY	22192	23893	5893	41905	24

<sup>1</sup> a Population Ratio was used for Tract and 4239 in order to correctly reflect South Berkeley's Boundaries.

Tract 4235: 66% of this Tract is within South Berkeley.

Tract 4239: 33% of this Tract is within South Berkeley.

<sup>2</sup> These counts are sample counts, in that there were a significant number of unreported cases.

SOURCE: 1980 Census Summary Tape File 3A

TABLE 16

PROFILE OF JOB TRAINING & PLACEMENT PROGRAM

PARTICIPANTS BY FUNDING SOURCE (FISCAL YEAR 1985-86)

FUNDING SOURCE: COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)  
USE OF FUNDS: MISCELLANEOUS EMPLOYMENT SERVICES

TOTAL	SEX		ETHNICITY			N. AMER./ ALASKA NAT.	ASIAN/ PAC. ISLANDER	DISABILITY		AFDC/ SSI.		INCOME <sup>1</sup> ELIGIBLE		LIMITED ENGLISH		HIGHEST GRADE COMPLETED		
	MALE	FEMALE	WHITE	BLACK	HISPANIC			DISABLED	NOT DIS.	Y	N	Y	N	Y	N	12	12	12
620	244	376	77	238	102	29	185	3	617									

FUNDING SOURCE: COMMUNITY SERVICES BLOCK GRANT (CDBG)  
USE OF FUNDS: MISCELLANEOUS EMPLOYMENT SERVICES

TOTAL	808	515	279	178	514	56	3	37	91	717	164	647	649	159	638	170		
ADULT	563																	
YOUTH ( 21 yrs.)	245																	

FUNDING SOURCE: JOB TRAINING PARTNERSHIP ACT (JTPA)

TOTAL	360	162	198	43	283	15	-	18	34	326			133	220	10	146	103	174	83
ADULT	159	76	83	31	111	7	-	10	29	130			86	70	10	146	15	83	61
YOUTH	201	86	115	12	172	8	-	8	5	196			47	150			88	91	22

<sup>1</sup> The income eligible category for all JTPA program participants includes only welfare recipients.  
This information is taken from the second source listed below.

SOURCE: Year End Agency Report, CDBG, CSBG, JTPA: Fiscal Year 1985-86  
Year End Reports, Alameda County Training & Employment Board, Fiscal Year 1985-86  
Economic Development Department, City of Berkeley

PROFILE OF FIRST SOURCE HIRING PROGRAM PARTICIPANTS (10/86-6/87)

TOTAL REFERRALS: 333

TOTAL PERMANENT JOB PLACEMENTS: 51

YOUTH (LESS THAN) (21 yrs)	SEX	ETHNICITY				ASIAN/PAC. ISLANDER	OTHER	RESIDENCY BERKELEY	NON BERKELEY
	MALE	FEMALE	WHITE	BLACK	HISPANIC				
11	14	37	4	38	7	1	1	46	5

TOTAL CONSTRUCTION PLACEMENTS: 50

SOURCE: First Source Hiring Program Office of Economic Development, City of Berkeley, 7/87



PROFILE OF BLACK AND WHITE PERSONS IN THE CIVILIAN LABOR FORCE (CLF) BY LOCALITY AND SEX (1980)

CLF	SOUTH BERKELEY				BERKELEY				ALAMEDA COUNTY			
	BLACK PERSONS		WHITE PERSONS		BLACK PERSONS		WHITE PERSONS		BLACK PERSONS		WHITE PERSONS	
	M	F	M	F	M	F	M	F	M	F	M	F
	2077	2263	1304	1089	5619	6038	22364	18799	45615	43356	25377	170504
EMPLOYED	1697	1925	1185	970	4682	5262	21052	17756	38043	83515	208862	160467
UNEMPLOYED	380	338	118	118	937	776	1311	1042	6582	4721	11760	9499
% UNEMPLOYED	18.3%	15.0%	9.1%	10.9%	16.7%	12.9%	5.9%	5.5%	14.4%	10.9%	5.2%	5.6%

TABLE 18A

PERCENTAGE BREAKDOWN BY SEX AND RACE

	SB	BERK.	AC	SB	BERK.	AC
BLACK						
M	53%	53%	50%	47%	45%	42%
F	47%	47%	50%	53%	55%	58%
WHITE						
M	45%	46%	43%	50%	44%	45%
F	55%	54%	57%	50%	56%	55%
BLACK	63%	20%	17%	75%	42%	35%
WHITE	37%	80%	83%	25%	58%	65%

SOURCE: Table P12 "Social and Labor Force Characteristics of White Person: 1980" PHC80-2-321  
 1980 Census of Population and Housing US Census Bureau 1980 Summary Tape File 3A

PROFILE OF BERKELEY EMPLOYMENT DEVELOPMENT DEPARTMENT (EDD) APPLICANTS (FISCAL YEAR 1985-86)

TOTAL	SEX		ETHNICITY					EDUCATION		
	MALE	FEMALE	WHITE	BLACK	HISPANIC	N. AMER./ ALASKA NATIVE	ASIAN/PAC. ISLANDER	12th	12th	12th
6890	4340	2545	1850	2630	305	0	335	1075	2275	3305
ADULTS										
5625										
YOUTH										
LESS THAN 21 YRS.										
1260										
EMPLOYMENT (INCLUDES BOTH MEN AND WOMEN)										
DESIRED										
CLERICAL		1450								
PROFESSIONAL/ TECHNICAL		1290								
SERVICE		1195								
SALES		265								
TOTAL		4290								
(SUBSET OF EDD APPLICANT POOL)										

INCOME ELIGIBLE EDD APPLICANTS <sup>1</sup> (FISCAL YEAR 1985-86)

TOTAL	SEX	ETHNICITY		
	MALE	FEMALE	WHITE	BLACKS AND OTHER ETHNIC GROUPS
490	380	110	265	225
EMPLOYMENT DESIRED	(INCLUDES BOTH MEN AND WOMEN)			
PROFESSIONAL/ TECHNICAL		110		
CLERICAL		95		
SERVICE		95		
SALES		20		
TOTAL		320		
(SUBJECT OF INCOME ELIGIBLE EDD APPLICANTS)				

---

<sup>1</sup> Income Eligible Applicants are EDD applicants who qualify for unemployment compensation.

SOURCE: Employment Development Department City of Berkeley



TABLE 20

## City of Berkeley Industrial Sector Trends (1983-1986) (1)

SIC Industries	1986	1983	% Change	1986 (2)	1983 (3)	% Change	1986 (4)	1983 (4)	% Change
	Business Licenses	Business Licenses		Employees	Employees		Gross Receipts	Gross Receipts	
Agriculture, Forestry, Fishing	169	177	-5%	280	306	-8%	\$5,947,722	\$5,267,863	13%
Mining, Construction (5)	1,308	1,544	-15%	2,881	3,389	-15%	\$63,424,206	\$42,704,019	49%
Manufacturing	448	491	-9%	5,690	6,038	-6%	\$268,257,975	\$240,031,044	12%
Transportation, Public Utilities	345	240	44%	1,198	943	27%	\$141,944,459	\$130,393,011	9%
Wholesale Trade	428	471	-9%	1,198	1,226	-2%	\$127,858,551	\$103,252,221	24%
Retail Trade	1,586	1,563	1%	9,156	8,140	12%	\$643,885,063	\$492,502,782	31%
Finance, Insur., Real Estate (6)	3,613	3,622	0%	4,188	3,972	5%	\$138,367,865	\$101,451,279	36%
Services	3,204	3,086	4%	14,138	13,248	7%	\$420,724,925	\$328,022,170	28%
Miscellaneous (7)	363	382	-5%	459	459	0%	\$408,214	\$371,040	10%
Total	11,464	11,576	-1%	39,188	37,721	4%	\$1,810,818,980	\$1,443,995,429	25%

- 1) The source of this data is City of Berkeley Business License data, 1983, 1986. This source does not include public institutions (i.e. State Department of Health, University of California at Berkeley, University of California Office of the President, City of Berkeley).
- 2) In 1986 1,176 businesses reported 0 employees. 950 of these were in the "operators and lessors of real estate" SIC classification.
- 3) In 1983 1,152 businesses reported 0 employees. 885 of these were in the "operators and lessors of real estate" SIC classification.
- 4) Gross receipts reported on 1986 and 1983 business license applications are previous fiscal year gross receipts.
- 5) Includes businesses working on contract in Berkeley, with offices elsewhere.
- 6) Operators and lessors of real estate are required to obtain City of Berkeley business licenses. This industry includes 3,458 "operators and lessors of real estate" in 1986, and 3,465 "operators and lessors of real estate" in 1983. Banks and savings and loan associations are not required to obtain a business license, and are not included in this information.
- 7) This industry is comprised primarily of street vendors.

Prepared by: City of Berkeley Office of Economic Development, 5/22/87

Table 20 A

Occupation of Individuals Receiving Employment Services and Estimated  
Occupational Profile of Private Berkeley Businesses (1985-86)

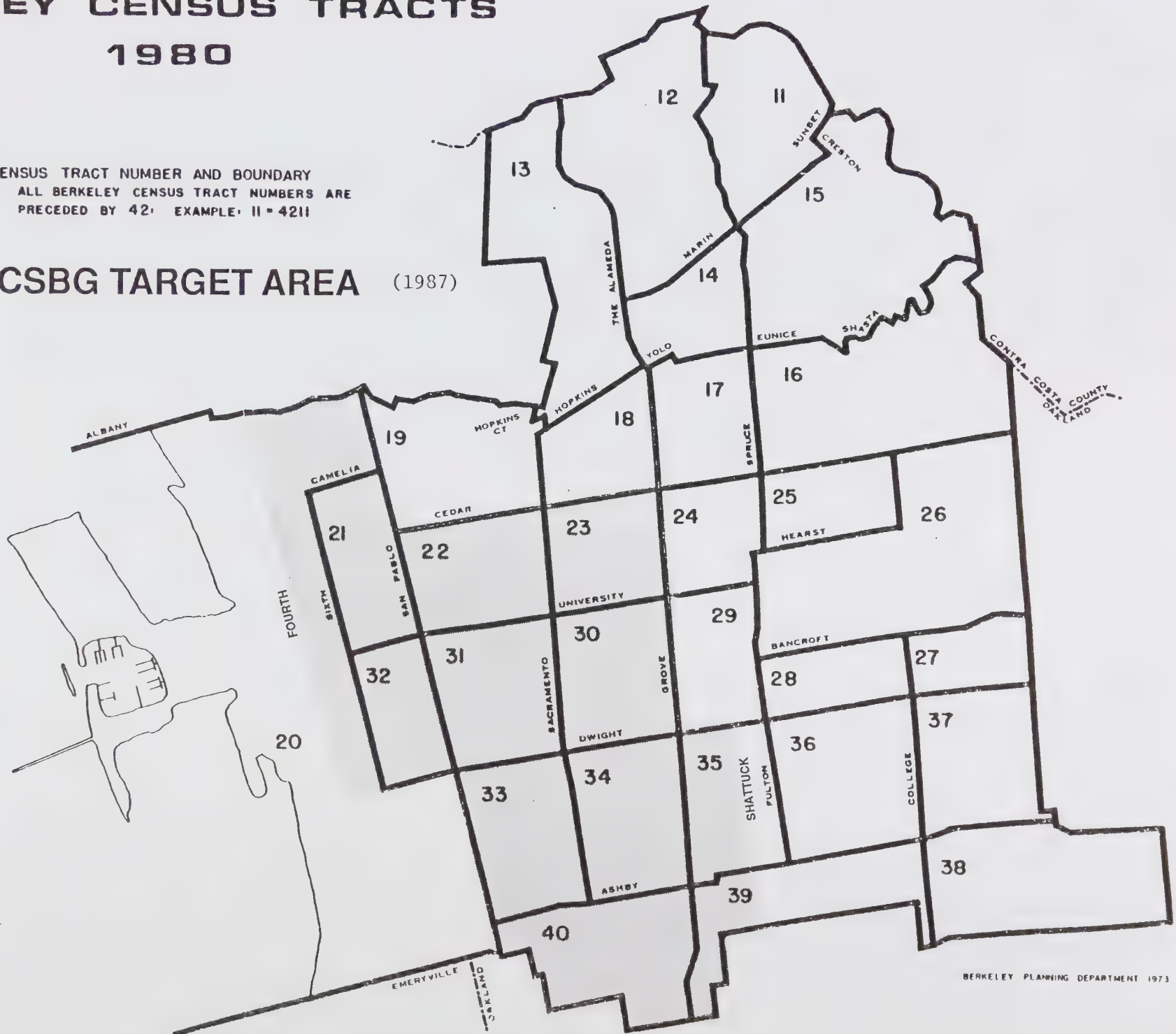
<u>Occupation</u>	<u>EDD Active File 6/30/86</u>	<u>JTPA Participants 1985-86</u>	<u>Estimated Berkeley Employees</u>
Prof., Tech., Managers	265	23	9,160
Clerical	265	128	7,349
Sales	65	8	5,495
Service	240	70	7,551
Ag., Forestry Fishing	25	2	405
Production	435	46	9,228
Miscellaneous	170	83	
<hr/>			
Totals	1,465	360	39,188

SOURCE: Economic Development Department, City of Berkeley: 1987

# BERKELEY CENSUS TRACTS 1980

**11** 1980 CENSUS TRACT NUMBER AND BOUNDARY  
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDED BY 42. EXAMPLE: 11 = 4211

 **CSBG TARGET AREA** (1987)





# SOUTH BERKELEY TITLE IX AREA (1987)



Table 21

## Business Size in South Berkeley and All of Berkeley

Business Size by # of Employees	South Berkeley (Title IX Area)*	Berkeley*
1 - 5	372 (94%)	9,183 (89%)
6 - 10	16 (4%)	599 (6%)
11 - 25	6 (2%)	350 (4%)
26 - 50	2 ( $\frac{1}{4}$ 1%)	104 ( $\frac{1}{4}$ 1%)
51 -100	0 --	42 ( $\frac{1}{4}$ 1%)
over -100	0 --	26 ( $\frac{1}{4}$ 1%)

Source: Office of Economic Development, 1987. Prepared from Business License Data.

\* The Title IX Area is roughly bounded by Sacramento (through to Russell), Ashby, Grove, Adeline, and the Oakland border. All Business License Data define South Berkeley in this way.

\*\* All of Berkeley, including South Berkeley

Table 22

South Berkeley Business Ownership  
by Race and by Sex

The following is a breakdown by race and by sex of business owners in the Title IX area of South Berkeley. The data in the following discussion are from the 1987 Business License Data and from the 1980 Census. In the original Business License Data, an unknown percentage of the businesspersons surveyed did not respond fully as to their racial or sexual identity. In this presentation of the data, those "No Responses" have been collapsed proportionately into the four cells shown here, providing a best estimate of the true size of the populations. Their relative proportions, of course, remain the same, with or without proportionate collapsing of the data.

Note also that the available data have only two ethnic categories: White people, and Black people and other ethnic groups. The 1980 Census identifies the following ethnic categories for South Berkeley residents:

Black	10,847	68.1%
White	3,977	25.0%
Asian	713	4.5%
Spanish	207	1.3%
Indian	54	0.3%
Other	138	0.9%
Total	15,936	100.0

	Black People and Other Ethnic Groups	White	
Women	47	24	(31%)
Men	62	94	(69%)
	(48%)	(52%)	



Table 22 cont.

If we wish to understand how well Black people and other ethnic groups are represented within the population of all business owners, we need to compare the above percentages with two other sets of figures: the percentage of businesses owned by Black people and other ethnic groups in all of Berkeley; and the percentage of Black people and other ethnic groups in the adult population, both for South Berkeley and for Berkeley as a whole:

	South Berkeley	Berkeley
% Businesses owned by Black people and other ethnic groups	48%	15%
% Black people and other ethnic groups in the adult population	75%	33%
Ratio: % Black people and other ethnic groups who own business property	.64	.45
% Black people and other ethnic groups in the population		

A strictly proportionate representation would have given a ratio of 1.0, indicating that there were proportionately as many business owned by Black persons and other ethnic groups as in the adult population. In both South Berkeley and Berkeley, Black people and other ethnic groups are underrepresented as businesspersons, although this is decidedly less true for South Berkeley.

Looking at analogous percentages for female business owners:

	South Berkeley	Berkeley
% Women owned-businesses	31%	20%
% Women in the adult population	58%	50%
Ratio: % Women owned businesses		
% Women in adult population	.53	.40

Once again, although women are underrepresented as businesspersons in both South Berkeley and Berkeley, this is less true for South Berkeley.

Table 23

1983 Commercial Rents,  
Adeline-Alcatraz District

Rental Rate	Number of Businesses
Less than \$0.20 / sq.ft. - month	1
\$0.21 - \$0.29	4
\$0.30 - \$0.49	5
\$0.50 - \$0.69	8
More than \$0.70	14
No Response	30
Total	62

Table 24

## Business Sector Shifts in South Berkeley

## Number of business licenses in South Berkeley

	* Service	Retail	Manufacturing
	-----	-----	-----
1983	137	62	6
1986	148	52	10
% Change	(+8%)	(-16%)	(+67%)

## Number of employees in South Berkeley

	Service	Retail	Manufacturing
	-----	-----	-----
1983	352	157	23
1986	396	138	56
% Change	(+11%)	(-12%)	(+143%)

Source: Office of Economic Development Memo, 3-87. Prepared from Business License Data.

\* The three sectors, Service, Retail, and Manufacturing are categorized by the SIC (Standard Industrial Classification) Code. Also, these figures indicate overall trends. There are individual businesses which have changed counter to the overall trend.



Table 25

## Berkeley Business Sales, 1982

District	Total Number of Businesses	Gross Receipts	Average Receipts per Business
North Shattuck	44	\$35,022,327	\$795,961
Central Bus. District	751	312,985,070	416,758
Sather Gate	209	49,227,350	235,777
San-Pablo/University	109	24,284,201	222,791
Solano	119	21,565,614	181,224
Adeline-Alcatraz	70	6,759,524	96,564
Elmwood	30	2,863,872	95,462
Sacramento St.	68	2,560,098	37,648

It would be misleading to look only at gross receipts without also controlling to some extent for size of the commercial district. Hence the final column of average receipts per business, which is calculated by dividing Gross Receipts by the Number of Businesses in each commercial district. The eight commercial districts are ranked in order of decreasing average receipts per business.

Table 26

## Distribution of Aggregate South Berkeley Consumer Spending

Expenditure Category	Average % Spent in S.Berkeley by S.Berkeley Residents	Total Per Capita Spending	Spending Within South Berkeley	Spending Outside of South Berkeley
Groceries	18.2%	\$ 964	\$ 175.40	\$ 788.60
Clothing	2.9	453	12.91	440.09
Household Goods	25.2	113	28.48	84.52
Furnishings	3.4	340	11.56	328.44
Personal Care	38.9	57	22.17	34.82

These spending estimates are in turn derived from a two-staged calculation. 1) estimate how much total money South Berkeley consumers are spending on various retail goods (Table 27, based upon Bay Area retail spending figures); 2) estimate what proportion of those retail dollars are being spent within South Berkeley (Tables 28 and 29, based upon two South Berkeley consumer surveys).

Table 27

## Annual Estimated Retail Spending for South Berkeley

Expenditure Category	Average	Per Capita	Gross Spending
	Percentage of Retail Spending	Spending	for South Berkeley
Groceries	34%	964	15,700,000
Clothing	16	453	7,378,000
Restaurants	14	397	6,466,000
Household Operations	4	113	320,000
Household Furnishings	12	340	5,537,000
Entertainment	15	425	6,922,000
Personal Care	2	57	928,000
Tobacco	2	57	928,000
Reading	2	57	928,000

## Consumer Expenditure Calculations

Average Percentage of Income Spent: These figures are taken from the Consumer Expenditure Survey, 1980 (San Francisco) compiled by the Bureau of Labor Statistics, U.S. Department of Labor.

Per Capita Spending: This is calculated as Average Percentage of Income Spent (first column) multiplied by Per Capita Spending on Retail Goods. This second Table is calculated as follows:

$$\begin{array}{lcl}
 \text{Per Capita Spending on} & = & (\text{San Francisco per Capita Retail} \\
 & & \text{Spending}) \\
 \text{Retail Goods} & \times & (\text{South Berkeley per Capita Income}) \\
 & & (\text{Bay Area per Capita Income}) \\
 & \times & (\text{adjustment factor})
 \end{array}$$

1980 figures are adjusted to 1986, proportionate to the increase in the Consumer Price Index.

San Francisco per Capita retail spending in 1986 is \$4,042 according to the consumer expenditure data cited previously. South Berkeley per Capita Income in 1986 is estimated at \$6,042 (measured as an extrapolation of 1980 Census data).

Aggregate Spending for South Berkeley is equal to Per Capita retail spending (second column) multiplied by the estimated current population of South Berkeley (16,286). This figure is derived as an extrapolation from 1980 Census figures and 1985 ABAG projections.



Table 28

## TEM(83) Evaluation of Selected Retail Usages

	Eating Places -----	Book & Stationary Stores -----	Blueprinting/ Photocopying -----	Child Day Care -----
CONSUMER DEMAND				
Regional Industry Demand & Growth	***	**	***	**
Local Consumer Demand	***	*	**	**
Service Needs of Local Community	**	***	**	***
Non-Local Consumer Demand	**	**	**	***
JOB CREATION AND TRAINING				
Overall Job Creation Estimates	***	*	**	***
Skilled Job Training Estimates	**	*	**	***
FOOT TRAFFIC ESTIMATES				
Overall Foot Traffic Estimates	***	***	*	***
Nighttime Foot Traffic Estimates	***	**	*	*
LAND USE CONSTRAINTS				
Typical Floor Area Requirement	4,000	1,500	850	3,000
Requires Additional Parking	*	***	*	*

(The next two pages explain these criteria).

## CONSUMER DEMAND

- Alameda County Estimated Number of Wage and Salary Workers for 1972 - 1980
- Berkeley Sales Variance Data
- San Francisco - Oakland SMSA employment projections, 1980 to 1985

Local Consumer Demand: Based upon two market surveys conducted by TEM.

Services the Needs of Local Community: Estimate of the percentage of South Berkeley who would patronize each business. This judgement is based upon two criteria: 1) whether the business' product is inherently useful to South Berkeley consumers; 2) purchasing power of South Berkeley consumers.

Non-Local Consumer Demand: Percentage of gross sales that the business would be expected to draw from outside South Berkeley. This is the complement to the Local Consumer Demand Table.

101

Overall Job Creation Estimates: Number of jobs that can be expected to be generated by the new business. Estimated from telephone surveys with similar area businesses.

Interpretation:   \*   0-5   Jobs created  
                   \*\*   6-10  
                   \*\*\*  11+

Skilled Level Required: Estimated in terms of the job classification which is most prevalent in that business.

Interpretation:   \*   Most positions require general unskilled labor  
                   \*\*   Most positions require a certain amount of specialized skill (e.g., computerized cash register), but have few opportunities for advancement  
                   \*\*\*  Most positions require a high skill level and/or there is vocational training or a career-track system

#### FOOT TRAFFIC ESTIMATES

Overall Foot Traffic Estimates: Average number of customers entering a business during a midday hour, based upon telephone survey.

Interpretation:   \*   Less than five people per hour  
                   \*\*   Five to ten  
                   \*\*\*  Over eleven

Nighttime Foot Traffic Estimates: Based on the likelihood that the business would remain open after 6:00 p.m.

Interpretation:   \*   Business is unlikely to be open past 6:00  
                   \*\*   Business would possibly be open past 6:00  
                   \*\*\*  Business is highly likely to be open past 6:00

#### LAND USE CONSTRAINTS

Typical Floor Area Requirements: Based on the 1977 Census of Retail Trade and upon the Census of Service Industries.

Requires Additional Parking: The number of additional parking spaces typically required by the business. Based upon telephone interviews with similar businesses.

Interpretation:   \*   Likely to require over ten parking spaces  
                   \*\*   Five to nine  
                   \*\*\*  Less than four

Table 29

Working List of Targeted Businesses  
for South Berkeley

(This is not a prioritized ranking)

Meat and Fish Markets  
Fruit and Vegetable Markets  
Dairy Products Stores  
Retail Bakeries  
Furniture and Home Furnishings  
Eating Places  
Book and Stationary Stores  
Blueprinting and Photocopying  
Child Day Care Services  
Child Day Care Facilities

Sources: Working document of the Office of Economic Development, prepared with input from the Alcatraz-Ashby Merchants' Association, the Adeline-Alcatraz Merchant's Association, and the Continuation Committee (the interim group prior to the creation of the SBNDP).



Table 30

South Berkeley Residents Survey  
 South Berkeley Youth Project sponsored by OED (Summer, 1986)  
 A total of 400 households was randomly sampled

Which form of transportation do you use most often to go shopping?

Car	-	70%
Bus	-	15%
Walking	-	5%
Other	-	4%
No Response	-	6%

Where do you do most of your grocery shopping?

Safeway	-	46%
Co-Op	-	20%
Berkeley	-	13%
Lucky	-	11%
Not Berkeley	-	7%
No Response	-	4%

Note the unusually low response rate for the following two questions

Where do you do most of your clothes shopping?

Not Berkeley	-	17%
Oakland	-	14%
Berkeley	-	13%
Hilltop	-	9%
San Francisco	-	7%
JC Penny	-	5%
El Cerrito	-	4%
No Response	-	31%

Where do you do most of your auto repairs?

Berkeley	-	22%
Home or Friend	-	14%
Not Berkeley	-	8%
Oakland	-	7%
Other	-	3%
No Response	-	47%

Table 30, cont.

How often do members of your household shop at the weekend flea market in the Ashby BART parking lot?

Every weekend	-	15%
2-3 wknds/month	-	10%
1 weekend/month	-	8%
Every 1-3 months	-	10%
Every 3-6 months	-	5%
Once per year	-	9%
Never	-	40%
No response	-	4%

Are you happy with the quality of food and services at stores in South Berkeley?

Yes	-	44%
Somewhat	-	23%
No	-	28%
No response	-	4%

The prices of things at stores in South Berkeley are:

Too high	-	42%
A little high	-	19%
Fair	-	29%
Inexpensive	-	2%
No response	-	7%

Table 31

Comparison of Title IX Area Retail Distribution  
with the Typical Retail Distribution of  
Neighborhood Commercial Centers

Retail Type	Rank Order in Typical Neighborhood Shopping Center	Rank Order in Title IX District	Number of Businesses in Title IX Dist.
Supermarket	1	4	6
Beauty Shop	2	1	25
Barber Shop	3		
Cleaners	4	6	3
Drug Store	5	-	0
Women's Clothing	6	-	0
Restaurant	7	2	10
Fast Food	8	8	2
Laundry	9	5	4
Medical/Dental Offices	10	?	?
Liquor Store	11	3	7
Bank	12	11	1
Home Appliance Store	13	-	0
Real Estate Office	14	6	3
Gift/Specialty Store	15	-	0
Hardware Store	16	8	2
Variety Store	17	-	0
Jewelry Store	18	11	1

The first column of figures presents the eighteen most frequent tenants in the average neighborhood shopper center. The data are from The Dollars and Cents of Shopping Centers, Urban Land Institute (1978).

The second column contrasts this with the frequency of business types in the Title IX Area of South Berkeley. The figures are rank orderings, e.g., "4" indicates that grocery stores are the fourth most prevalent usage in the Title IX Area, while supermarkets are the first most prevalent usage in a typical neighborhood shopping center.

The third column shows the actual frequency -- how many of each retail type there are in the Title IX Area. The data were collected in a land use survey in May, 1986.

The data in this table should be interpreted cautiously, for several reasons. For one, the Berkeley data include only those businesses within the boundaries of the Title IX area. Thus nearby businesses that fall outside the boundaries are excluded, slightly distorting the profile of South Berkeley businesses.

It should also be noted that the two sources of national and local data are not wholly comparable. The table compares 1986 South Berkeley data with 1978 national data. In the eight intervening years, national retailing patterns have undoubtedly changed. For example, hardware stores have declined in importance, while the number of video stores has increased dramatically.





# Housing Element



## HOUSING ELEMENT

### I. INTRODUCTION

This report details housing conditions in South Berkeley and presents a set of recommendations for meeting the community's housing needs. This report is one element in the South Berkeley Area Plan, a comprehensive policy document that will inform planning efforts in South Berkeley for the next decade. The South Berkeley Area Plan will become an amendment to the City's General Plan upon adoption by the Berkeley City Council.

The South Berkeley area is bounded by Dwight Way to the north, Shattuck Avenue to the east, the Oakland/Berkeley border to the south, and San Pablo Avenue to the west. In order to accurately reflect diversity within South Berkeley, the community is divided into five neighborhoods which correspond to Census Tract boundaries.

The report includes six sections: Summary of Findings, Methodology, Housing Characteristics, Housing Issues, Housing Projections, Policy Recommendations and Implementation Strategies.

### II. SUMMARY OF FINDINGS

South Berkeley is primarily a residential community, with commercial development, including mixed commercial and residential two and three story development, concentrated along four major corridors: Adeline Street, Shattuck Avenue, Sacramento Street, and San Pablo Avenue. The predominant housing type is tenant occupied single family, although most of the community is zoned for multi family dwellings. Limited new residential construction has occurred over the past ten years, the majority of which has been in the form of publicly assisted housing.

South Berkeley remains primarily a Black community. A significant percentage of South Berkeley homeowners are elderly Black persons who have lived in their homes for thirty years or longer, while the majority of renters are Black. The trend for the past fifteen years has been the gradual loss of Black households, combined with an increase in the number of White and Other (primarily Latino and Asian) households. This trend is expected to continue. South Berkeley remains one of the more affordable Berkeley communities and recent data confirms that low and moderate income families form the majority of South Berkeley's population.

South Berkeley's rents tend to be lower, as do housing prices, than those in many other parts of the City. South Berkeley's housing stock evidences structural problems. South Berkeley has benefitted from a number of City funded rehabilitation and housing assistance programs, eligibility for which is based on an assessment of the area's housing needs and the concentration of low and moderate income persons.

Currently the City's impact on the quantity, quality, and affordability of Berkeley's housing stock is limited. Rent control and the Section 8

Program are two major programs supported by the City. Most of the City's housing stock is unassisted. There is little vacant land available for new construction, thus a major emphasis of housing programs is on the retention and rehabilitation of existing units.

The presence in South Berkeley of special housing needs populations, including Black families, the disabled, low and moderate income persons, the homeless, the elderly, single parents, and large families, points to a need for continued and expanded subsidized housing programs.

South Berkeley households are projected to increase between 1987 and 2005, while median household income is expected to remain significantly below that of the City as a whole. Between 1980 and 1990, more than 1500 low and moderate income housing units will be needed in Berkeley. South Berkeley residents will have a significant need for these units.

### III. METHODOLOGY

Housing characteristics are identified from a number of data sources, including the 1970 and 1980 Census, a 1986 Land Use Survey, property records, building and use permits, the Multiple Listing Service (1983-86), the Housing Stock Changes Report (1983 & 1985), CDBG performance reports (1983-86), and a 1986 Abandoned Building Survey from the Fire Department.

The data is presented by Census Block when this level of detail is deemed necessary, but primarily by Census Tract, or finally, on a community wide basis if the Tract statistics are unavailable. South Berkeley encompasses twenty Census Blocks and five Census Tracts, three of which are full Tracts and two of which are partial Tracts.

The Housing Stock Changes Report is used because it provides the most accurate structure count. The South Berkeley housing report also relies heavily on the 1980 Census unit count in examining a range of housing issues, including: vacancy status, housing condition, tenure, affordability, household composition. The 1986 Land Use Survey provides a detailed description of mixed use housing, as well as a current evaluation of housing conditions in South Berkeley. The Association of Bay Area Governments (ABAG) projections are also employed. These sources are used for the Housing Conditions and Housing Projections sections.

South Berkeley housing issues, focusing particularly on groups with special housing needs, are discussed in a number of reports prepared by the Planning and Community Development Department. Housing projections are based on data provided by the Economic Development Department and the Association of Bay Area Governments (ABAG). The City of Berkeley's goals and policies are outlined in the 1985 Master Plan Housing Element, the 1985 Housing Strategies Report, and the "Final Statement of Objectives and Community Development Plan" prepared for the 1986-87 Community Development Block Grant (CDBG) application. These documents were consulted in the formulation of the Issues and Goals and Policies sections.

The Housing Implementation section reflect the South Berkeley Area Plan Committee's concerns, as well as input from other revitalization efforts in



the community: the 3000 Block Project and the South Berkeley Neighborhood Development Corporation (SBNDC).

The term affordable housing is used throughout this report. Housing for a particular income group is deemed affordable if no more than 30% of household income is spent on rent, including the cost of utilities. This report is concerned with housing affordability for the income group that is 80% or less of the median income level for Alameda and Contra Costa Counties.

#### IV. HOUSING CONDITIONS

##### A. Zoning

Approximately 85% of South Berkeley is zoned for residential use. (See Map 4, Table 32) A portion of the north west corner is zoned R-1, which permits only single family residential. Most of the north east section of South Berkeley is zoned R-2, which permits low and medium two family residential. Smaller areas of the community are zoned R2-A, which permits medium density multi family residential. Approximately one third of the community is zoned R-3, which allows relatively high density multiple family residential. Approximately two square blocks of South Berkeley are zoned R-4, which also allows high density multi family residential.

All of San Pablo Avenue is zoned C-1, which permits general commercial uses and all residential uses allowed in the R districts (up to R-3) subject to a use permit.

A new commercial zone, C-1(SA), was created in early 1987 as a vehicle for economic revitalization and housing development. This zone was developed to encourage appropriate neighborhood and regional serving commercial development in South Berkeley, particularly mixed use (commercial and residential within the same building or on the same lot). This zone also permits residential uses allowed in the R districts, and unlike the other commercial zones which require a use permit for all residential development, allows mixed use development without a use permit if the building is no larger than 5,000 square feet.

The C-1(SA) zone can be applied on Shattuck Avenue from Durant Avenue south to the Berkeley/Oakland border, the entirety of Adeline Street, and on Sacramento Street from Dwight Way to Blake Street, and from Stuart Street to the Berkeley/Oakland border.

Two blocks of Martin Luther King Junior Way at Dwight Way are zoned C-1C. This zone is a neighborhood commercial district that permits convenience goods and services serving the residents of the immediate area. Residential uses are allowed, subject to a use permit.

##### B. Housing Inventory

#### SUMMARY OF FINDINGS:

- \* The highest proportion of South Berkeley residential structures are single family homes, reflecting a City wide trend

- \* A significant number of the City's triplexes and mixed use buildings are located in South Berkeley
- \* From 1979 to 1985, somewhat less than one fifth of all new City wide residential construction occurred in South Berkeley, the majority of which was publicly assisted units. Two new South Berkeley publicly assisted housing projects are to be completed in 1988
- \* Almost one half of Berkeley's community care facilities are located in South Berkeley
- \* South Berkeley has served as a temporary location for housing homeless persons
- \* South Berkeley's 1980 vacancy rate was somewhat higher than the City's as a whole, while South Berkeley contained half of the City's vacant residential buildings in 1986
- \* In 1986 South Berkeley contained approximately one tenth of all City vacant lots

## 1. Inventory

### a. Residential Structures

South Berkeley is approximately one square mile in size. The 1985 Housing Stock Changes Report indicates that South Berkeley contained 17% of all Berkeley residential structures. This included almost one third each of the City's triplexes and mixed use structures. The highest percentage of South Berkeley residential structures was single family homes, accounting for 75% of all South Berkeley housing structures and 16% of all Berkeley single family homes. The next largest South Berkeley category was duplexes, representing 12% of all South Berkeley structures.

Census Tract 4240 (South West and South Central Neighborhoods) accounted for the highest percentage of all structure types (32%) in South Berkeley, including the highest percentage of single family homes and all buildings containing up to nine units. Tract 4234 (Grove Park Neighborhood) contained the greatest number of structures with 10 or more units (47%), while Tract 4233 (San Pablo Neighborhood) accounted for the majority of mixed use structures (61%). (See Table 33)

The 1980 Census provides unit counts for South Berkeley, rather than structure counts. The Census lists 53 fewer units than does the Housing Stock Changes Report. The greatest discrepancy occurs in Tract 4240 in which 43 more units are listed by the Stock Changes Report than are listed by the Census. (See Table 34)

The Stock Changes Report indicates that between 1976 and 1985 a total of 78 units were built in South Berkeley, 76% of them in Tract 4235 (Grove Park Neighborhood). All but two of the units constructed in Tract 4235 were part of the 1979 publicly assisted Savo Island project. New construction in



South Berkeley represented 14% of all unit additions that occurred in Berkeley during this nine year period. (See Table 35)

#### b. Mixed Use

The 1985 Housing Stock Changes Report notes that South Berkeley contained 31 mixed use structures, while the 1986 Land Use Survey found that there were 105 instances of mixed use units. This discrepancy can be partially accounted for by the fact that the Stock Changes Report counted only those mixed uses within the same structure, whereas the Land Use Report included both the former category, as well as those mixed uses that occurred on the same parcel but in separate buildings.

The 1986 Land Use Report presents a more comprehensive and accurate accounting of mixed use in South Berkeley than does the Stock Changes Report, having noted the location of mixed use units by Census Block and commercial corridor, as well as the number of units and type of businesses with which these units are combined.

More than 211 residential units, representing a total of 101 parcels, were linked to commercial uses in South Berkeley in 1986. The largest category of mixed uses was one unit residences (49%), followed by two unit residences (26%). Four and five or more unit dwellings accounted for 21% of the total, while three unit residences represented only 5% of the total. Beauty and barber shops were the most prevalent commercial use paired with a residential use, followed by antique stores.

The greatest mixed use concentration occurred in Census Tract 4235 (Grove Park Neighborhood), in which the primary combinations consisted of single and two unit dwellings paired with antique stores and offices. The second greatest mixed use concentration occurred in Census Tract 4239 (Ashby Adeline Neighborhood), in which the predominant pattern was the pairing of two unit dwellings with antique stores or offices. Adeline Street presented the greatest range and concentration of mixed uses, followed by Ashby Avenue. (See Table 36)

#### c. Community Care Facilities

Community care facilities provide residential care to a range of adults, including those with emotional or physical disabilities and the elderly. South Berkeley accommodated 44% of all community care facilities in Berkeley in 1986, of which there was a total of 39.

This included 100% of Berkeley's small family homes (two homes in total), which accommodate six or fewer children from birth to the age of 18 in the licensee's home. South Berkeley also contained almost half of both the 13 adult residential care facilities and the 19 residential elderly facilities, and one of three Berkeley group homes. The latter facility accommodates children under the age of 18 at a site that is separate from the licensee's home.

The largest South Berkeley group was residential elderly facilities (47% of the South Berkeley total) which accommodate persons sixty years and older.

\

The second largest South Berkeley category was adult residential facilities (35%), which accomodate adults aged 18 years to 59 years.

Tract 4240 (South West and South Central Neighborhoods) contained the highest concentration of South Berkeley residential care facilities (59% of the South Berkeley total) This included five of six adult residential facilities, and four of eight residential elderly facilities, as well as the one group home located in South Berkeley. (See Table 37)

#### d. Homeless Shelters

It is estimated that there are 800 homeless persons in Berkeley. A total of 100 persons can be accomodated between three existing shelters located in Berkeley. An additional 100 or more persons can be housed at interim shelters primarily located at Berkeley churches. South Berkeley has accomodated homeless persons on a temporary basis. The permanent shelters are located in other areas of Berkeley.

#### e. Publicly Assisted Housing

Prior to 1976, a total of 97 units, the majority of which are senior housing, were constructed in in two locations in Tracts 4233 (San Pablo Neighborhood) and 4234 (Grove Park Neighborhood). From 1976 to the end of 1986, a total of 262 publicly assisted units were constructed in Berkeley. Sixty nine of these units (26%) were built in South Berkeley. The Savo Island project in Tract 4235 (Grove Park Neighborhood) contributed 57 of these units, while the RHCP Scattered Site Development Project in Tract 4240 (South West and South Central Neighborhoods) created 12 units. (See Table 38)

The Low Income Housing Project (LIPH) will contribute an additional 61 units, 38% of which will be constructed in South Berkeley. More than 50% of the South Berkeley units will be located in Tract 4235, while the remainder will be located in Tract 4233 (San Pablo Neighborhood). Construction is expected to begin in 1987 and be completed by 1989.

The units to be constructed in South Berkeley will consist of almost an equal number of three and four bedroom residences. One of the three bedroom units will be accessible to the disabled. It is projected that most of the units will be occupied by single heads of households with three to six family members. In order to be considered as tenants, households must have incomes at 50% or less of the median for the standard metropolitan statistical area and be eligible for the Section 8 program. (The Section 8 Program is discussed in the Housing Issues section). (See Table 39)

#### f. 3000 Block of Sacramento Street Project

This revitalization project grew out of concern regarding crime along Sacramento Street between Ashby Avenue and Alcatraz Avenue. The goal of the project is to replace marginal businesses on the west side of the 3000 Block of Sacramento Street with either residential or commercial uses.



The City of Berkeley will acquire all 19 properties on the 3000 Block of Sacramento/Stanton Streets through the use of General Fund monies. Site development will be paid for out of Redevelopment funds and will be handled by an outside developer. The project should be completed by the beginning of 1989.

The Block consists of 22 residential units and 12 commercial units. The residential units will be kept occupied, while all of the commercial units are expected to be vacated by the summer of 1987. The 3000 Block Committee, composed of residents of the area, has recommended that: the Block be used for residential purposes only; relocation be minimized; the units be occupied by a mixture of household types; the units be made available to low and moderate income households.

The Committee has proposed that 46-69 units be developed on the 1.5 acre site. The development would be low to moderate density, two or three stories in height, and include one to four bedroom units. The proposed occupancy mix is: family (the majority of the units), senior, couples, single, and handicapped.

#### g. Vacant Buildings

Information on South Berkeley's residential vacancy rate is available from three sources: the 1980 Census, the Fire Department's List of Abandoned Buildings, and the 1986 Land Use Survey. The Census' method of recording vacant structures was subject to error, due to the fact that Census takers sometimes identified buildings as vacant if the occupant was not at home at the time that the Census taker visited. The other two sources are more reliable, given that only obviously vacant buildings were included, and in the case of the Fire Department's survey, the data is based on field research conducted over time.

The 1986 Land Use Survey and the most current Fire Department List of Abandoned Buildings (1986) were combined and examined in relationship to the total number of structures found by the 1985 Housing Stock Changes Report. The information is limited to a structure count rather than a unit count, due to the unavailability of unit information with regard to mixed use dwellings.

The two Surveys establish a 2% vacancy rate for South Berkeley, and less than a 1% vacancy rate for the City as a whole. (This rate combines short and long term vacancies). Fifty two percent of all Berkeley vacant residential buildings were located in South Berkeley in 1986. Census Tract 4240 (South West and South Central Neighborhoods) contained the greatest number of South Berkeley vacant residential structures (53%), more than three times the number of vacant buildings in Tract 4234 (Grove Park Neighborhood) the site of the second greatest concentration of vacant residences. (See Table 40)

#### g. Vacant Lots

The South Berkeley vacant lot count is derived primarily from the 1986 Land Use Survey, while the City total is taken from a 1985 Vacant Lot Survey. A total of 39 vacant lots were identified, representing 11% of Berkeley's

vacant lots. The South Berkeley lots are located in both commercial and residential zones and thus could be used for a range of dwellings, from single family homes to mixed use residences.

Census Tract 4240 (South West and South Central Neighborhoods) contained 50% of all South Berkeley vacant lots, while Tract 4233 (San Pablo Neighborhood) contained one fourth of all vacant lots. (See Table 77, Map 13, Land Use Element)

## 2. Methodology

There exist three sources for a South Berkeley housing inventory: the 1980 Census, the 1985 Housing Stock Changes Report, and the 1986 Land Use Survey. None of these sources is consistent with the others. The Census count is based on questionnaire responses or resident interviews, while the Stock Changes Report is based on City records of zoning and building permits. The 1986 Land Use Survey is based on a walking survey of the community that permitted an exterior building evaluation only.

The Housing Stock Changes Report is potentially the most accurate of the three surveys, given that it is based on the City's records. For this reason, it is used as the primary source for this report's housing inventory. However, there are a certain number of illegal units that were built without permits, although this number cannot be determined.

## C. Housing Profile

### SUMMARY OF FINDINGS:

- \* South Berkeley's housing stock is somewhat younger than the City wide housing stock, although the City's housing stock (including South Berkeley's units) is considerably older than Alameda County's housing stock
- \* Most of South Berkeley's housing stock is fully equipped with telephones, kitchen, heating, and bathroom facilities. South Berkeley units evidence a lower percentage of centralized or room heaters than the City as a whole
- \* Fourteen percent of South Berkeley's housing stock evidenced structural problems, indicating a significant need for rehabilitation

### 1. Age of Housing Stock

According to the 1980 Census, just under half of South Berkeley's housing units (45%) were constructed in 1939 or earlier, a slightly lower percentage than that for Citywide housing units in this category (53%). Alameda County's housing units are significantly younger than either South Berkeley's or the City's: only 26% of the County's units were built in 1939 or earlier.



Thirty eight percent of South Berkeley's units were built between 1940 and 1959, while only 30% of Berkeley's units were constructed during this period. South Berkeley and the City as a whole present comparable percentages for the number of units constructed between 1960 and 1980 (17% and 18%, respectively). Only 2% of South Berkeley's units and 1% of the City's units were built between 1975 and 1980. Tract 4240 (South West and South Central Neighborhoods) contains the greatest number of units built in 1939 or earlier (32% of South Berkeley units in this category).

The 1980 Census found that 70% of all Berkeley owner occupied residential structures were built in 1939 or earlier, in contrast to Berkeley's rental residential structures, the majority of which were constructed between 1940 and 1969. (No South Berkeley figures are available). (See Table 41)

## 2. Housing Facilities

The vast majority of South Berkeley housing units are equipped with a complete kitchen, one or more bathrooms, built in or centralized heating, and telephones (96%). Ninety eight percent of all Berkeley units meet these criteria. The major variation between South Berkeley and the City as a whole occurs in the heating category. Only 92% of all South Berkeley units have built in or centralized heating, as compared with 99% of all Berkeley units.

## 3. Condition of Housing Stock

The 1986 Land Use Survey provides detailed information on the exterior condition of housing stock in South Berkeley. The variables are ranked by the number of occurrences by type of unit. Comparable data for the City as a whole is unavailable. Survey workers rated structures along a number of dimensions: structural elements, the appearance of the lot, the condition of the windows, and the condition of the building's exterior.

When the adverse structural conditions are grouped, (inadequate supports, cracks in foundation, broken chimney, building slipping off foundation), a significant percentage of South Berkeley units evidenced structural problems (14%). The most prevalent condition was rotted wood windows (22% of all adverse conditions reported), followed by overgrown vegetation (20%), the presence of trash (18%), and the necessity for a paint job (15%). The remainder of the conditions occurred in 10% or fewer instances.

Tract 4233 (San Pablo Neighborhood) evidenced the highest percentage of adverse conditions (26%), followed by Tract 4240 (South West and South Central Neighborhoods) at 24%. Sixty nine percent of all instances reported for these two Tracts were rotted wood windows.

Tract 4234 evidenced the highest number of adverse conditions affecting single family homes (35% of all conditions manifested by single family dwellings). This Tract also had the greatest number of conditions affecting duplexes (32% of all adverse conditions manifested by duplexes). (See Table 42)

A smaller survey of vacant residential buildings, representing 44% of all vacant structures, assessed the location and number of adverse conditions per building. Sixty five percent of the buildings surveyed evidenced such conditions. The average number of instances per building was 2.7. Tracts 4239 ( Ashby Adeline and South Central Neighborhoods) and 4240 (South West and South Central Neighborhoods) presented the highest average number of instances per building (5). (See Table 43)

#### D. Housing Activity and Assistance: Public and Private Efforts

##### SUMMARY OF FINDINGS

- \* From 1983-85, the majority of South Berkeley permits were issued for additions and roofing work
- \* A 1986 Redevelopment study found that the estimated expenditure for South Berkeley residential building permits was lower than the City average
- \* South Berkeley housing units were the beneficiaries in just under half of all City assisted housing projects. Section 8 was the largest single program
- \* South Berkeley was the major beneficiary of the Municipal Loan Program during the 1984-85 and 1985-86 Fiscal Years. Most loans were in the Emergency Repair Category
- \* During the same two fiscal years, South Berkeley was the recipient of just under half of all loans disbursed through the Housing Rehabilitation Project
- \* During the same two fiscal years, more than three quarters of all Rental Rehabilitation Project loans went to South Berkeley
- \* Just under half of all Reverse Annuity Mortgages granted through a Community Development Block Grant (CDBG) project were issued to South Berkeley homeowners
- \* The City has passed ordinances aimed at preserving the existing housing stock, expanding the rental housing stock, and extending existing state and federal non discrimination laws
- \* Rent control serves to preserve affordable housing in Berkeley
- \* Various subsidy programs, including Section 8, have worked to preserve affordable housing in South Berkeley
- \* Elderly tenants and homeowners in Berkeley have benefitted from a home sharing program sponsored by the City
- \* A tool lending library located in South Berkeley assists renters and homeowners in making repairs to their dwellings
- \* The Residential Rental Inspection Program has assisted in upgrading rental units in South Berkeley



## SUMMARY OF HOMEOWNER HOUSING ASSISTANCE PROGRAMS:

- \* Second Unit assistance
- \* Housing Rehabilitation Project
- \* Ramp Construction
- \* Reverse Annuity Mortgage Program
- \* Project Share
- \* Tool Lending Library

### 1. New Construction

#### a. Permit Issuance (1984-86)

From November of 1984 to August of 1986, a total of 82 permits were issued through the Codes and Inspections Division and Zoning Division of the City's Planning and Community Development Department for a variety of South Berkeley residential construction projects. This represented only 1% of all Berkeley permit activity during this period. A 1986 Redevelopment study found that the estimated expenditure for South Berkeley residential building permits was lower than the City average. (See Statement of Redevelopment Goals and Objectives and Needs Assessment, Planning and Community Development Department, City of Berkeley, 12/86)

Thirty nine percent of these permits were for additions and expansions, the largest single category. Alterations and remodelling and roofing permits accounted for forty percent of all South Berkeley permits. The permits issued during this period resulted in the addition of sixty nine housing units, of which twenty three were LIPH projects. (See Table 44)

#### b. Inclusionary Zoning

Since 1986, Berkeley has required every new housing development with five or more units to include one low income unit for every five units constructed. One such project exists in South Berkeley in Tract 4235 (out of ten units, two are low income).

#### c. Second Unit Assistance

This City funded program provides low interest loans to homeowners for the construction of second units, as well as subsidized architectural services. The resulting unit, if it is rented, must be rented to a low income tenant.

### 2. Housing Rehabilitation

#### a. Rehabilitation Loans and Grants

The City of Berkeley has received funding since the 1970s for rehabilitation loan and grant programs to improve the City's housing stock.

The purpose of these programs has been to provide financial rehabilitation assistance to low and moderate income owners of single family, multi family, non residential, and commercial structures located in the Neighborhood Strategy Area (NSA). All of South Berkeley is located in the NSA. (See Map 5).

Over the past ten years, a number of different rehabilitation loan and grant programs have been employed by the City of Berkeley. As of March 1987, only three of eight programs will still be available. These are the Section 312 Rehabilitation Loan Program, the State Deferred Loan Program, and the Rental Rehabilitation Program. The first two programs have no specific funding limits; however, the third program is limited to \$350,000 for the Fiscal Year 1987-88.

A 1985 summary of all assisted housing units (this includes rehabilitation programs as well as Section 8) indicates that South Berkeley was the beneficiary in 39% of all cases of assisted housing. Assisted housing represented 12% of all South Berkeley housing units. (This housing total was derived from the 1980 Census). Three quarters of South Berkeley's assisted housing came in the form of Section 8 units. The next largest category of South Berkeley assisted housing was Elderly/Handicapped units (15%).

In 1985, South Berkeley was the location for 55% of all Berkeley Section 8 units and 20% of all Berkeley Elderly/Handicapped units. Tracts 4235 (Grove Park Neighborhood) and 4240 (South West and South Central Neighborhoods) contained the highest percentage of assisted housing units in South Berkeley (14% each). Tract 4240 contained the highest percentage of South Berkeley's Section 8 units (55%), while Tract 4235 contained the highest number of South Berkeley Elderly/Handicapped units (52%). (See Table 45)

In order to provide a sample of the type and location of City housing loans, information was collected for Fiscal Years 1984-85 and 1985-86 on loan activity in South Berkeley. This includes the Housing Rehabilitation Project, the now defunct Municipal Loan Program, and the Rental Rehabilitation Program. In addition, there is detailed information on the scope of the Municipal Loan Program for Fiscal Year 1982-83, one of this Program's most active loan disbursement periods.

The Municipal Loan Program, which was defunded in 1986, encompassed the Physically Disabled/Senior Housing Rehabilitation Program and the Emergency Repair Loan Program. The former loan program was designed to assist elderly and/or physically handicapped owners in upgrading their properties to code standards. The latter program was created to assist homeowners in alleviating both major and minor code violations. Both of these programs were limited to structures from one to four units. Benefits were to accrue to low income individuals who were either occupying homeowners or owners who rented to low income tenants.

Each of these programs incorporated technical assistance to eligible low and moderate income households in identifying code deficiencies; writing specifications and completing working drawings; assistance in obtaining and evaluating bids; construction contract monitoring; and post construction project monitoring.



Records for 1982-83 indicate that a total of 108 households were assisted throughout Berkeley through the Municipal Loan Program. (There is no information available for this period that is specific to South Berkeley). Sixty nine percent of these households benefitted from the Emergency Repair Program, while the remainder made use of the Senior/Physically Disabled Rehabilitation Program. The average loan amount for the latter loan program (\$19,253) was almost twice as much as for the former program, while the average interest rate for the Senior/Physically Disabled Program (3.86%) was two thirds of the Emergency Repair Program's average interest rate (6.07%). (See Report on the Municipal Loan Program, Planning and Community Development Department, City of Berkeley, 10/83)

The recipient households were almost evenly split between very low and low/moderate income, with the majority of very low income recipient households receiving Emergency Repair loans. The latter loan recipient households also formed the largest group with female heads of households (48%). Ninety seven percent of those households that received Senior/Physically Disabled Rehabilitation Loans and 77% of households that received Emergency Repair Loans were Black.

A total of 55 units were rehabbed, the majority of which were done under the Emergency Repair Program. The majority of technical assistance was for property surveys and contract specifications, followed by bid preparation and openings. (See Table 46)

The 1984-85 and 1985-86 detailed record of loan expenditures in South Berkeley indicates that 38 units were assisted through three loan programs. Twenty three loans were authorized under the Municipal Loan program, representing the majority of all such loans issued to Berkeley households during this period. Seventy eight percent of South Berkeley Municipal loans were in the category of Emergency Repair loans.

The average Emergency Loan amount was \$8,172, more than half the average loan amount for the Senior/Handicapped loans. Seven Emergency Repair loans, representing 23% of all South Berkeley Municipal loans, were made in Tract 4240 (South West and South Central Neighborhoods). Three of five Senior/Handicapped loans were made in Tract 4234 (Grove Park Neighborhood).

The average number of City wide units rehabilitated by the Emergency Loan Program was one unit (all of the South Berkeley structures covered by this loan were one unit). The average South Berkeley unit size for those buildings within the Senior/Handicapped Loan Program was 1.2.

South Berkeley dominated in every loan recipient category (Black, female headed, elderly, handicapped) in comparison with the City as a whole, except in the handicapped category and, within the Senior/Handicapped Loan category, in the number of Black and elderly households. Ninety one percent of all Emergency Repair loan recipient households in the City were Black, in comparison with 56% of all Senior/Handicapped loan recipient households. Fewer households receiving the former loan were female headed, compared with households in the latter loan category.

The Housing Rehabilitation Project was also charted for Fiscal Years 1984-85 and 1985-86. Forty one percent of City wide loans in this category went to recipients in South Berkeley. The average loan amount was \$6,519, with Tract 4240 (South West and South Central Neighborhoods) receiving the largest number of South Berkeley loans (five out of eight City wide loans). The average South Berkeley unit size for buildings covered under this loan program was 1.8.

The Housing Rehabilitation Project's recipient households during these two fiscal years were primarily Black (92%), non elderly (67%), and male headed (60%). The latter statistic differs greatly from the percentage of male headed households who received Municipal loans (30%: average between the Senior/Handicapped Loans and the Emergency Repair Loans). South Berkeley accounted for 43% of the Black recipient households, 70% of all female headed recipient households, and 43% of all elderly recipient households.

The Rental Rehabilitation Program was also surveyed for South Berkeley participation in Fiscal Years 1984-85 and 1985-86. South Berkeley received 78% of all loans, with the average loan amount equalling \$52,270, between two and eight times the average loan amounts of the other City loan programs. Tract 4234 (Grove Park Neighborhood) received the largest number of South Berkeley loans, although Tract 4240 (South West and South Central Neighborhoods) evidenced the largest average South Berkeley loan amount.

The average number of South Berkeley units assisted by this loan program was 7.6, a significantly higher average than the average unit size of all of the other City loan programs. The total Berkeley households assisted through this loan program far exceeded the total number assisted through the other City loan programs.

The Rental Rehabilitation Program had a lower participation rate by Black, female headed, and elderly Berkeley households than the other loan programs. Within South Berkeley, the participation rates for these groups was much higher than for the City at large, particularly for elderly households (92% of all elderly recipient households), and for Black households (72% of all Black recipient households). (See Table 47 & Map 6)

#### b. Ramp Construction

The Center for Independent Living (CIL), located in Berkeley, oversees a City funded program that pays for the construction of ramps to make housing units accessible. During the 1985-86 Fiscal Year, 40 ramps were constructed in Berkeley. (There are no figures available for South Berkeley).

### 3. Renter Assistance

#### a. Subsidized Housing

Section 8 is a federal program which provides rental subsidies to eligible persons. Section 8 is now only available to very low income persons in the following priority categories: Berkeley resident, veteran status, families without housing. A single person can qualify as an eligible family if she/he is elderly, handicapped, or disabled. Preference is given to those families either displaced by public action or who inhabit substandard



housing. The Section 8 program pays the difference between 30% of a tenant's income and the rent directly to the landlord.

Section 236 new construction funding has been used in conjunction with Section 8 to decrease rental costs. This program has contributed 234 units, of which 85% of the units are located in South Berkeley. One senior housing building (90 units) is located in Census Tract 4235 (Grove Park Neighborhood), as is a second housing complex (47 units of the Savo Island Project). The third South Berkeley housing complex (61 units) is targeted to senior citizens and is located in Census Tract 4233 (San Pablo Neighborhood).

#### b. Residential Rental Inspection Program

This CDBG funded program has existed since the late 1970s. The program was established by the Berkeley City Council to preserve the City's housing stock. Three unit or more buildings in South and West Berkeley and the Downtown Area have been targeted for inspection, due to the age of the housing stock. Within South Berkeley, residential units have been inspected in Tract 4234 (611 units)(Grove Park Neighborhood), Tract 4239 (373 units)(Ashby Adeline and South Central Neighborhoods), and Tract 4240 (969 units)(South West and South Central Neighborhoods).

#### 4. Homeowner Assistance

##### a. Reverse Annuity Mortgage Program

The Reverse Annuity Mortgage (RAM) Program is a CDBG funded project administered by Eden Council for Hope and Opportunity (ECHO), a non profit housing assistance program in existence since 1964. The loans are made by a bank, while ECHO provides technical assistance to clients. This project allows older homeowners to convert the equity which they have in their homes into monthly income, while remaining in their homes. ECHO provides an array of services to clients, including: individual counseling; individual loan packaging and application preparation for bank review and processing of RAM loans; support and follow up services to RAM clients.

Eligible RAM clients must meet the following criteria: 62 years of age or older; low or moderate income; modest assets; owner occupant; home owned either free and clear or with a minimal mortgage. The loan is based on the property value, not on the individual's credit rating. The maximum loan is 80% of the home value. The homeowner can receive a cash advance of up to 25% of the RAM loan.

The Berkeley RAM program was initiated in the 1985-86 Fiscal Year. As a result, there is not much data available on this innovative project. Data from the 1985-86 Fiscal Year and the first half of 1986-87 indicate that a total of 8 loans were made in Berkeley during this period, of which 3 were South Berkeley loans.

The average South Berkeley RAM loan was \$76,000, in contrast with the average Berkeley RAM (\$108,600), and even more markedly, with the average RAM loan amount in Berkeley areas other than South Berkeley (\$128,160). The

determining factor in establishing the loan amount is the appraised value of the home: South Berkeley eligible homes were appraised for an average of \$38,125 less than the average for all eligible Berkeley homes, and \$61,000 less than the average loan amount for eligible homes in areas of Berkeley other than South Berkeley.

The average South Berkeley monthly payment was \$329, in comparison with \$1139 for all eligible Berkeley homeowners, and \$1626 for those eligible homeowners who lived in Census Tracts outside of South Berkeley. About the same percentage of South Berkeley and other loan recipients received an initial payment, although the amount received by the South Berkeley homeowners was almost twice that of homeowners from other areas of the City. The average loan term for South Berkeley homeowners was significantly higher than it was for all recipients, as well as for recipients living outside of South Berkeley.

Non South Berkeley recipients had consistently higher monthly incomes prior to the receipt of the RAM loan, averaging \$443 more a month than South Berkeley households. All South Berkeley households qualified as Very Low income, compared with two out of five loan recipients from areas other than South Berkeley. The majority of the latter group were identified as having Low/Moderate incomes.

All of the loan recipients in South Berkeley were Black, while all of the loan recipients in other areas of Berkeley were White. Seventy five percent of all recipients were women, while the average age of all recipients was 84. South Berkeley recipients were 10 years younger on the average than recipients from other parts of Berkeley. (See Table 48)

#### b. Project Share

This CDBG funded project, in existence since 1981 and affiliated with ECHO since 1983, provides housing counseling and placement services for elderly homeowners interested in shared living arrangements. Data is available for the period from July, 1986 to December, 1986, during which time there were a total of seventy seven beneficiaries in Berkeley.

#### c. Tool Lending Library

The City sponsors a tool lending library located in Census Tract 4235 (Grove Park Neighborhood) which provides tools at no cost.

### 5. Housing Regulation

#### a. Rent Control

Berkeley's rent control law contributes to the preservation of affordable housing in the City. The Rent Stabilization Ordinance requires that all landlords register their rental units and limits rent increases, based on a base rent established for each unit and annual general rent adjustments to cover increased costs, as determined by the Rent Stabilization Board. Landlords may also apply for individual rent increases based on such factors as capital improvements to the unit, increases in operating costs, and an increase in the number of tenants.

b. Fair Housing Requirements

Berkeley has enacted fair housing laws that prohibit discrimination against families with minor children and against students, or on the basis of sexual orientation. These laws expand federal and state laws that prohibit discrimination on the basis of race, sex, color, national origin or ancestry, religion, parental status, or for any arbitrary reason.

c. Conversion and Demolition Controls

Berkeley has imposed restrictions on the conversion of existing residential units to a non residential purpose and the demolition of residential buildings. The conversion of a residential use to another use or the demolition of a residential building requires the issuance of a use permit and a finding that the loss of the residential unit would not be detrimental, in the face of an acute housing shortage and potential historical and neighborhood concerns. Very few conversion and demolition permits have been issued.

The bases upon which a permit will be issued underscores the City's emphasis on maintaining the current housing supply. The City has established an overall vacancy rate of 5% or higher as the basis for accepting applications to convert rental residential units to condominiums, community apartments, or stock cooperatives. The City's vacancy rate has never exceeded 2% over the past ten years. (Conversion of rental units to limited equity coops is permitted). Demolition of a residential building requires evidence that the building's removal will not be detrimental to housing needs and that relocation housing will be provided.



## E. Housing Stock Value

### SUMMARY OF FINDINGS:

- \* South Berkeley housing sales between 1983 and 1985 project escalating housing costs overall, although in the case of triplexes and mixed use dwellings, the average sales price dropped between 1983 and 1985
- \* The significant number of estate sales in South Berkeley contribute to a serious Black population loss, given that a significant percentage of South Berkeley's elderly are Black
- \* While City wide rents increased dramatically between 1950 and 1980, South Berkeley's rents remained relatively low when compared with the City as a whole

### 1. Residential Sales

In 1980, less than one percent of Berkeley's units were put up for sale. South Berkeley sales accounted for 12% of 1980 City wide sales. South Berkeley's 1980 median housing values were concentrated in the \$60,000 and below category. From 1970 to 1980, South Berkeley median home values increased between 200-249% in three of five Tracts and less than 199% in two Tracts. (See Maps 7 & 8)

A survey of South Berkeley residential sales between 1983 and 1985 reveals that sales dropped off from 1983 to 1984, and then increased sharply between 1984 and 1985. (No Tract comparisons are possible). The average price of single family homes, (representing an average of 58% of all South Berkeley housing sales), rose by 4% between 1983 and 1984, and by 11% between 1984 and 1985. South Berkeley single family average housing prices rose from \$71,600 to \$82,975 from 1983 to 1985. The median price for a Berkeley single family home in 1986 was \$166,000.

At the 1985 price of \$82,975, a single family home in South Berkeley would have been affordable to a family earning at minimum \$33,190. (This income level is derived by using the rule of thumb that a family can afford a home two and one half times its gross annual income). In 1980, only 13% of South Berkeley's families earned enough money to qualify for this housing price. (1985 dollars were adjusted for inflation to approximate 1980 dollars by using the Consumer Price Index).

The Association of Bay Area Government's income projections for the period from 1980-2005 indicate that South Berkeley's average median household income will be only 75% of the City's average. This finding suggests that South Berkeley's families' purchasing power will not increase significantly during the next several decades, making it likely that South Berkeley housing prices will remain out of the reach of most residents.

The largest single jump from one year to the next occurred in sales of other types of dwellings (two or more residential structures sold in a group for a single price) in which the average sales price almost doubled

between 1984 and 1985. The average cost of duplexes, representing the second largest sales group, increased overall, with the sharpest increase occurring between 1983 and 1984. The average price of a South Berkeley duplex increased from \$85,800 in 1983 to \$103,329 in 1985. The median price for a duplex in Berkeley in 1986 was \$138,000. (Staff Report on Right of First Refusal, Planning and Community Development Department, City of Berkeley, 5/86)

Fourplex average prices fell slightly between 1983 and 1984 and then increased by 36% between 1984 and 1985. Structures with five or more units increased in average price between 1983 and 1984, and then dropped between 1984 and 1985, although the average price rose by 14% overall. The average cost of triplexes and mixed use dwellings actually fell between 1983 and 1985.

The range in individual property values for different unit sizes varied greatly from one year to the next, apparently reflecting a significant variation in the condition, square footage, location, and configuration of individual buildings. An average of 5 properties a year sold twice during the same year. A certain number of prices (the number is unknown) were depressed as a result of foreclosure sales.

Estate sales can provide an indication of transitions in the demographic composition of a community. Thirty eight percent of South Berkeley properties against which estate documents had been filed were sold from 1979 to 1985. This represented 55% of all housing sales between 1983 and 1985. (See Table 49)

Death related sales appears to contribute to the loss of South Berkeley's Black population. Much of South Berkeley's older population is Black. An evaluation of 1980 statistics measuring the extent of elderly Black home ownership in Berkeley indicates that an average of 59% of South Berkeley homeowners were Black, while an average of 35% of South Berkeley homeowners were elderly. 1980 City wide figures found 22% of homeowners were Black, while 29% were elderly. Given income disparities between the Black and non Black population, it is unlikely that South Berkeley homes sold as a result of a Black homeowner's death could be afforded by a Black household. (See Table 50)

The 1986 Land Use Survey identified a total of 51 residential properties for sale, and 9 additional buildings for sale for which the uses were unknown. (Properties for sale were identified by a realtor's sign). Seventy one percent of those buildings in the former category were single family homes. The next largest category was duplexes (14%). The greatest number of properties for sale (6) occurred in Census Block 4240 (South Central Neighborhood). (See Table 51)

## 2. Rental Properties

Berkeley's rents increased 74% between 1950 and 1960, 67% between 1960 and 1970, and 63% between 1970 and 1980. In 1980, only 2% of Berkeley's rental housing stock was available for rent, matching South Berkeley's available rental stock. Twenty two percent of the City's available rental units were located in South Berkeley. (See Table 52, Map 9)



1980 gross residential rent for Berkeley was concentrated in the \$170 - \$299 range (\$224 - \$395 in 1986 dollars), as was South Berkeley's rent. However, South Berkeley rental units accounted for 60% of all Berkeley units in which the rent was less than \$60 (\$79 in 1986 dollars), the lowest rent category. South Berkeley also included 52% of all City rental units with rents between \$60 and \$169 (\$79 - \$223 in 1986 dollars). (See Table 53)

A 1986 study of contract rents under rent control provides Berkeley rent figures for ten diverse Tracts, of which one, Tract 4240 (South West and South Central Neighborhoods), is located in South Berkeley. Allowable rent increases since 1979 have equalled 39%. Tract 4240 evidenced the lowest rents overall in the low rent category, while in the median and high rent categories, Tract 4240 ranked with three other Tracts in evidencing the lowest rents overall. (See Table 63)

South Berkeley's low rents are a benefit to tenants, but also make it difficult for a certain number of small South Berkeley landlords to realize sufficient income. Historically low rents appear to discourage these landlords in South Berkeley from continuing to rent units. The interests of small landlords, many of whom are Black, need to be assessed in light of the need to provide affordable housing to tenants, many of whom are also Black and would be forced out of South Berkeley if rents were to increase.

## V. HOUSING ISSUES

### A. Profile of Occupants

#### SUMMARY OF FINDINGS:

- \* From 1970 to 1980, there was a decrease in South Berkeley's family income, accompanied in two Tracts by a drop in moderate and higher income families
- \* From 1970 to 1980, in four out of five South Berkeley Tracts the percentage of Very Low income Black families increased
- \* From 1970 to 1980, there was a significant drop in South Berkeley's Black population, accompanied by a significant increase in South Berkeley's White and Other population (primarily Latino and Asian)
- \* In 1980, almost one half of all South Berkeley homeowners had lived in their homes for thirty years or longer
- \* South Berkeley's household size in 1980 was somewhat higher than the City wide average in four out of five Tracts
- \* The incidence of crowding in South Berkeley dropped from 1970 to 1980



## 1. Income Level

### a. All Families

From 1970 to 1980, South Berkeley lost 20% of its related families. The greatest population losses occurred in Tracts 4235 (San Pablo Neighborhood), 4239 (Ashby Adeline and South Central Neighborhoods), and 4240 (South West and South Central Neighborhoods), each of which experienced a loss of between 24% and 29% of all related families from 1970 to 1980. The loss of population follows a trend for the rest of the City. Another significant City wide trend is the shift from family to unrelated family households among both the Black and non Black population.

South Berkeley was included in a 1983 Berkeley gentrification study. The dominant pattern in the five South Berkeley Tracts from 1970 to 1980 was an increase in poor families, accompanied in two Tracts by a drop in moderate and higher income families. The 1983 income data, in combination with data on the loss of Black population, indicates that South Berkeley remains a low and moderate income community, although there is a growing shift to White and Other families.

This community profile can be explained by one of two trends, although it is difficult to establish which one is primary, and what the interactive effects might be. The first possibility is that families who have lived in South Berkeley for a number of years, particularly Black families, have become more impoverished since 1970, while the second possibility is that the mostly non Black families moving into the community are predominantly of low and moderate income status.

The data is from the 1980 Census; current data might indicate a significant increase in higher income groups. In addition, the data does not separate owners from renters. The latter group, representing 62% of South Berkeley residents, is likely to be poorer than the former group, given housing prices. One Tract, 4234 (Grove Park Neighborhood), evidenced an increase in higher income persons, suggesting that neighborhoods within the South Berkeley community are becoming more desirable to persons who in the past might have purchased homes in more expensive areas of Berkeley.

In Tracts 4234 (Grove Park Neighborhood) and 4239 (Ashby Adeline and South Central Neighborhoods) the percentage of upper income families varied very little in 1980 compared to 1970, while the percentage of Very Low income families increased. In Tract 4233 (San Pablo Neighborhood) there was a drop in Low to High income families, accompanied by a sharp increase in Very Low income families. Tract 4240 (South West and South Central Neighborhoods) exhibited a similar trend, although the latter increase was less marked. Tract 4235 (Grove Park Neighborhood) differed from the other four Tracts in that there was an overall increase in the number of families in both the Low income and Above Moderate income brackets.

This pattern differed somewhat from those exhibited by the majority of the other eleven Tracts included in the study. Two patterns were observed among the other Tracts: bifurcation towards poorer and richer families, and a decrease in overall family income. (See Table 54, Map 10)

## b. Black Families

The overall loss of families in South Berkeley from 1970 to 1980 represents primarily a loss of Black families, given that the majority of families in this community are Black. In four out of five South Berkeley Census Tracts, the percentage of Very Low income families increased in relationship to the other income categories. In the fifth Tract, the Low income category evidenced a sharp increase, offsetting the drop in the Very Low income category. In three of five Tracts, families in the Moderate and above income range decreased.

The pattern of increasing poverty among South Berkeley Black families reflects a City wide economic trend. According to the 1983 gentrification study, the loss of Black families appears to be related to the loss of low and moderate income families. Mean Black family income in the 1980 Census was approximately one half of the White mean. Median Black family income in Berkeley was 80% of the City median in 1970, but fell to approximately 66% of the City median in 1980. (See Table 55)

## 2. Race of Household

From 1970 to 1980, the percentage of Black householders fell by 9% in South Berkeley, while there was a 14% increase in the percentage of White householders, and a 53% increase in the percentage of householders identified as Other, primarily Latino and Asian). The largest Black decrease (-13%) occurred in Tract 4240 (South West and South Central Neighborhoods), while the largest increase in White householders (+48%) occurred in Tract 4234 (Grove Park Neighborhood), and among Other households (+179%), in Tract 4239 (Ashby Adeline and South Central Neighborhoods).

Whereas Black households accounted for 72% of all South Berkeley households in 1970, this statistic had fallen to 66% by 1980. The percentage of South Berkeley White households rose during this period from 24% to 27%, while the percentage of Other households increased from 4% to 6% of South Berkeley households. (See Table 56)

## 3. Length of Residency

In 1980, almost one half of all South Berkeley homeowners had lived in their homes for thirty years or longer. Almost one quarter of homeowners had lived in their South Berkeley homes for twenty years. Less than one third of all South Berkeley homeowners had occupied their homes for ten years or less. In contrast, most South Berkeley renters had occupied their homes for five years or less.

Tract 4240 (South West and South Central Neighborhoods) and Tract 4233 (San Pablo Neighborhood) together accounted for the largest group of long term South Berkeley homeowners, as well as the greatest percentage of owner occupied housing units. Tract 4234 (Grove Park Neighborhood) accounted for the largest group of short term South Berkeley homeowners.



Tracts 4240 and 4234 together accounted for the largest group of renter occupied housing units. The average length of residency for renters was five years, although in Tracts 4235 (Grove Park Neighborhood) and 4239 (Ashby Adeline and South Central Neighborhoods) the largest single group of renters had lived in their homes for one year or less. Further study is needed to determine to what extent renters are compelled to move involuntarily, as opposed to voluntarily. (See Table 57)

1980 home purchase data provides further evidence of long term homeownership in South Berkeley, particularly in relationship to the City as a whole. An average of 12% of all South Berkeley mortgages in 1980 were mortgaged between 1970 and 1974, while an average of 27% were mortgaged between 1975 and 1980. This compares with a City wide percentage of 24% in the former case, and 38% in the latter case. Tract 4233 (San Pablo Neighborhood) exhibited the lowest percentage of homes mortgaged between 1970 and 1980, suggesting that there is a significant number of long term homeowners in this community. (See Table 58)

#### 4. Household Size/Incidence of Crowding

South Berkeley's average household size in 1980 (2.20) exceeded the City's (2.11). In 1970, only three of South Berkeley's five Tracts exceeded the City's average household size. Both South Berkeley's and the City's average household size fell by 9% from 1970 to 1980, although the average fell by as much as 15% in Tract 4233 (San Pablo Neighborhood) and as little as 3% in Tract 4239 (Ashby Adeline and South Central Neighborhoods). (See Table 59)

From 1970 to 1980, the incidence of crowding (measured by the average number of persons per room) fell by an average of 2% in South Berkeley and by 1% in Berkeley as a whole. The greatest incidence of crowding in 1970 occurred in Tract 4240 (South West and South Central Neighborhoods), while in 1980, this category was shared by Tracts 4240 and 4234 (Grove Park Neighborhood). (See Table 60)

#### B. Tenure

##### SUMMARY OF FINDINGS:

- \* The number of owner occupied units in South Berkeley in comparison with rental units in 1980 was similar to the City's, with the former units representing almost 40% of all units
- \* The largest percentage of renter occupied units in 1986 were one bedroom units; followed by two bedroom units
- \* Five percent of Berkeley's rental units and 16% of South Berkeley's rental units are Section 8 units
- \* More than one half of all Section 8 units in 1986 were located in South Berkeley. Tract 4240 contained the majority of Section 8 units in South Berkeley



- \* More than one half of all Section 8 units in 1986 were two bedroom units
- \* While contract rents in 1986 averaged 110% higher than Section 8 rents, contract rents for one bedroom units at a low and median rent level averaged 75% of Section 8 rents
- \* From 1970 to 1980, South Berkeley lost almost twice as many Black occupied housing units as did the City at large, while experiencing a slight increase in White occupied housing units, even as the City underwent a loss of White occupied housing units

## 1. Owner Tenure

In 1980, 39% of South Berkeley's housing units were owner occupied, two percentage points higher than the comparable figure for the City as a whole. Tract 4233 (San Pablo Neighborhood) accounted for the largest concentration of South Berkeley's owner occupied units (29%). Census Block 4233-1 contained the single highest number of owner occupied units. (See Table 61)

## 2. Renter Tenure

In 1980, 62% of South Berkeley's housing units were renter occupied, one percentage point lower than the comparable City figure. The highest percentage of renter occupied units (33%) occurred in Tract 4240 (South West and South Central Neighborhoods). Census Block 4239-2 (Ashby Adeline and South Central Neighborhoods) contained the highest number of renter occupied units. (See Table 62)

A 1986 survey of rental units found that there were 4,406 renter occupied units in South Berkeley, of which the greatest number (47%) were one bedroom units. The next largest category was two bedroom units (41%). The percentage of South Berkeley one bedroom rental units matched that of the City at large, while South Berkeley's percentage of two bedroom units was 10% higher than for the City as a whole. South Berkeley contained 21% of Berkeley's two bedroom units. The other significant variation between South Berkeley and the City occurred in the category of studios: the City had 9% more of these units than did South Berkeley.

Tract 4240 (South West and South Central Neighborhoods) contained the largest group of rental units (32%), which included the majority of units in four out of five categories: 33% of all one bedroom units, 34% of all two bedroom units, 39% of all three bedroom units, and 53% of all structures with five or more bedrooms. Tract 4234 (Grove Park Neighborhood) evidenced the largest number of four bedroom units (46%). (See Table 63, Map 11)

### a. Section 8 Units in Comparison with Rent Controlled Units

As of February, 1987 there were 1,441 Section 8 Units in Berkeley, representing 5% of all rental units. These units were occupied at 99%

capacity, given lease terminations and other factors. The 1986 survey of rental units found that 52% of all Section 8 units were located in South Berkeley, representing 16% of South Berkeley's rental units. South Berkeley contained 100% of the City's five bedroom Section 8 units, 68% of the City's four bedroom Section 8 units, 55% of all two bedroom Section 8 units, and 50% of all one bedroom Section 8 units.

Fifty seven percent of South Berkeley's Section 8 units were two bedroom units. The next largest category was one bedroom units (31%). Tract 4240 (South West and South Central Neighborhoods) contained almost 50% of all South Berkeley Section 8 units. Tract 4240 dominated in every category of different sized units, except for four bedroom units, the majority of which were located in Tract 4234 (Grove Park Neighborhood). (See Table 64, Map 12)

Twenty percent or more of all renter occupied units in Tracts 4233 (San Pablo Neighborhood), 4234, and 4240 in 1986 were Section 8 units, compared with a City wide figure of 5%. Less than 7% of the rental stock in Tracts 4235 (Grove Park Neighborhood) and 4239 (Ashby Adeline and South Central Neighborhoods) were Section 8 units in 1986. (See Table 65)

A 1986 comparison of contract rent under rent control and Section 8 rents indicated that the former rents averaged 110% higher. (Only one and two bedroom units were compared). However, within certain categories, Section 8 rents were significantly higher. Contract rents averaged 75% of Section 8 rents at the low and median rent level for one bedroom units. (See Table 66)

One South Berkeley Tract, 4240 (South West and South Central Neighborhoods) was examined at a detailed level. Rent controlled rents averaged 53% of Section 8 rents in the low and median range for one bedroom units, while averaging 61% of Section 8 rents in the low and median range for two bedroom units. Rent controlled rents were 113% of high Section 8 rents for one bedroom units, and 149% of the latter rents for two bedroom units. (See Table 67)

### 3. Tenure by Race

From 1970 to 1980, South Berkeley lost almost twice as many Black occupied housing units as did the City at large, while experiencing a slight increase in White occupied housing units, even as the City underwent a loss of White occupied housing units. From 1970 to 1980, the City as a whole experienced a 5% Black population loss, in comparison with a 9% White population loss.

From 1970 to 1980, the percentage of Black homeowners fell from 81% to 69% of all South Berkeley homeowners, while the percentage of White homeowners increased by 1% during this ten year period. Black renters fell by 9% from 1970 to 1980, while White renters increased by 1% during this period. (Homeowners of other races accounted for 11% of all homeowners in 1980). The average drop in Black homeownership was 4% in three of five Tracts, with minimal changes in the other two Tracts. The number of Black renters fell by 4% in two of five Tracts, and varied little in the remaining three Tracts. (See Table 68)



## C. Housing Affordability

### SUMMARY OF FINDINGS:

- \* Almost one half of all mortgaged South Berkeley owner occupied housing units in 1980 spent more than 25% of their income on mortgage payments, while more than half of South Berkeley rental units in 1980 spent more than 25% of their income on rent

#### 1. Mortgage Costs

In 1980, forty nine percent of all South Berkeley owner occupied housing units with mortgages spent more than 25% of their income on mortgage payments. Seventy five percent of all South Berkeley owner occupied housing units with incomes of \$5,000 a year or less in 1980 expended more than 25% of their incomes on mortgage payments. This percentage dropped steadily for all income categories beyond \$5,000, with the exception of the income range from \$15,000 and \$19,999, in which 31% of all housing units expended more than 25% of their incomes on mortgage costs. Tract 4234 (Grove Park Neighborhood) evidenced the largest number of housing units in the income category below \$5,000 that spent more than 25% of their incomes on mortgage payments. (See Table 69)

#### 2. Rental Costs

Fifty five percent of South Berkeley rental units in 1980 spent more than 25% of their annual income on rent. Ninety three percent of all South Berkeley renter occupied housing units with incomes of \$5,000 a year or less in 1980 expended more than 25% of their incomes on rental payments. This figure remains at 76% for those housing units with incomes of between \$5,000 and \$9,999. This figure drops off steadily for income categories above \$10,000. Tract 4240 (South West and South Central Neighborhoods) contained the highest number of housing units in the less than \$5,000 a year income bracket that expended more than 25% of their incomes on rent. (See Table 70)

## D. Groups with Special Housing Needs

### SUMMARY OF FINDINGS:

- \* While South Berkeley has traditionally been a source for affordable housing, increased housing costs and the scarcity of rental units has priced many South Berkeley homes out of the range of low income renters and buyers
- \* The significant decrease in South Berkeley's Black population that began in the 1970s is directly related to the rising costs of renter and owner occupied housing in this community
- \* A significant number of South Berkeley homeowners are elderly persons, who require assistance in maintaining their homes, while elderly renters require assistance in finding affordable housing



- \* Handicapped and disabled persons in South Berkeley have been the beneficiaries of City funded housing programs, although there exists an ongoing need for such programs and other measures to maintain affordable and accessible housing options in this community
- \* South Berkeley has a significant percentage of single parents in need of affordable housing and creative solutions to living space needs
- \* South Berkeley's average household size in 1980 exceeded that of the City at large, pointing to the existence of a significant group of large families whose housing needs include affordable and spacious dwellings
- \* There is a significant number of homeless persons in Berkeley, a certain percentage of whom were South Berkeley residents at the point at which they lost their homes

#### 1. Low Income Persons

South Berkeley has a significant low income population that has a need for affordable housing. In 1980, 65% of all housing units in South Berkeley were rental units. An initial problem facing renters is the tight rental market which makes finding a home a difficult and very competitive process. A majority of South Berkeley rental units spent more than 25% of their income on rent. South Berkeley has relatively lower rents in comparison with other areas of Berkeley. The Section 8 Program can assist only a limited group of persons, as is true of other subsidized programs.

Residential real estate in South Berkeley has been until the 1980s less costly than in other areas of Berkeley. Those who were unable to purchase a home in other parts of Berkeley were able to afford South Berkeley's houses. However, over the past seven years there has been increasing pressure on South Berkeley's residential real estate market by higher income persons due to rising housing costs. Affordable private homeownership options are now exceedingly difficult to find.

#### 2. Black Population

The documented loss of South Berkeley's Black population between 1970 and 1980 threatens the existence of a thriving Black community within Berkeley. South Berkeley is composed primarily of renters, reflecting a City wide pattern. Black persons compose the single largest group within the renter population. Many Black families are unable to afford South Berkeley's rents, and subsidy programs are limited in their impact. The unavailability of affordable rental units causes Black renters to locate in adjacent cities.

Black homeownership in South Berkeley has been prevalent for more than forty years. There exists a significant older Black population of homeowners, many of whom have lived in their homes for twenty years or more. When members of this group die or sell their homes, the buyers are

not likely to be moderate or low income Black persons, given the increasingly high cost of South Berkeley homes. In an effort to find affordable housing, Black families are looking outside of Berkeley.

### 3. Elderly Population

A significant percentage of South Berkeley residents are senior citizens. As indicated above, many of these are Black long time homeowners. Senior citizens have benefitted from City housing programs, specifically, the Elderly and Handicapped Municipal Loan program, the Reverse Annuity Mortgage Program, the construction of senior housing, and Project Share. South Berkeley's elderly population needs assistance in finding affordable rental options and, in the case of homeowners, assistance in maintaining homes and paying housing costs.

### 4. Handicapped/Disabled Persons

It is estimated that 18-20% of Berkeley's population is disabled. (Statistic supplied by Center for Independent Living, Berkeley) Many of these persons live in South Berkeley, due to the lower housing costs. Disabled residents have benefitted from the City's Ramp Construction Project, as well as the now defunct Elderly and Handicapped Municipal Loan Program, and the Center for Independent Living's housing placement assistance program. Public housing projects in South Berkeley have allocated a certain number of units for disabled persons. However, there is a need for improved access to existing dwellings and more affordable housing for the disabled population.

### 5. Single Parents

1980 Census figures substantiate the fact that single parents constitute an important group in South Berkeley, representing almost one fourth of all families living with children. These families tend to fall into the low to moderate income category and thus require access to affordable housing. Shared living arrangements can reduce housing costs; however, design and coordination issues make this difficult.

### 6. Large Families

South Berkeley's average household size in 1980 exceeded the City's average, indicating that large families are a significant presence in the community. The majority of dwellings in South Berkeley are single family homes, most of which are not designed for large families. Eighty eight percent of South Berkeley's rental units are one and two bedroom residences, making it difficult for large families to find reasonable housing accommodations.

### 7. Homeless Persons

It is estimated that there are 800 homeless persons in Berkeley. It is impossible to determine how many of these persons were South Berkeley residents until they lost their homes, although it is reasonable to assume that a certain number were. There are inadequate emergency shelter

facilities and counseling and support programs for the homeless. Once having been displaced from their homes, individuals, and in particular, families, have difficult time reestablishing themselves, due to the amount of money required for the first and last month's rent and the deposit.

## VI. HOUSING PROJECTIONS

### A. ABAG Projections: Household Size, Household Income, Residential Acreage

#### SUMMARY OF FINDINGS:

- \* From 1980 to 2005, South Berkeley's household population is expected to drop by 5%, matching the projected changes in the City's overall housing population
- \* During this same twenty five year period, the number of South Berkeley households is expected to increase, accompanied by a reduction of South Berkeley's household size. In 2005, the community's household size is still anticipated to exceed that projected for the City of Berkeley, although it is expected to be significantly less than that projected for Alameda County
- \* The anticipated percentage increase in South Berkeley's average median household income from 1980 to 2005 matches that predicted for the City as a whole, although this figure is lower than the increase in median household income predicted for Alameda County
- \* From 1980 to 2005, South Berkeley's average median household income is projected to be only 75% of the City of Berkeley's median household income, and drop from 66% to 63% of the County's, following a pattern of decreasing household income relative to the County's as the year 2005 approaches
- \* South Berkeley's developed acreage is expected to remain constant from 1980 to 2005, while only 17 acres are projected to be available for residential development during this period. The acreage is located in Tract, 4240 (South West and South Central Neighborhoods). The City is anticipated to have 27 developable residential acres available from 1980 to 2005
- \* 1983 projections of Berkeley's housing needs for the period from 1980 to 1990 indicate a need for 1611 units, of which almost half are Very Low and Low income units
- \* South Berkeley's projected average median family income for the period from 1980 to 1990 falls into the Very Low and Low income categories, implying a significant need for Very Low and Low income housing units

In 1985, the Association of Bay Area Governments (ABAG) issued housing projections at a Census Tract, City wide, and County level for the years



1990, 1995, 2000, 2005. Residential projections included: household population, number of households, mean household income, available and developed residential acres.

From 1980 to the year 2005, South Berkeley's household population is projected to remain at 17% of the City's population, except in 1995, when this figure drops slightly to 16%. Between 1980 and 1985, South Berkeley's household population increased by 2%, while from 1985 to 2000, the community's population is projected to drop by 5%. Tracts 4234 (Grove Park Neighborhood) and 4240 (South West and South Central Neighborhoods) exhibit the sharpest projected household population changes from 1980 to 2005. The City's household population is projected to follow this pattern, although the decrease from 1985 to 2005 is anticipated to be 4% rather than 5%. From 1980 to 2005, Alameda County's household population is projected to increase 27%.

While the South Berkeley household population is projected to increase only once from 1980 to 2005 and then drop steadily, the number of households is projected to increase by 7% during this twenty five year period, with the largest increase occurring between 1995 and 2000 (5%). South Berkeley's household size is thus expected to decrease from 2.20 in 1980 to 2.00 in 2005. The greatest increase in the number of South Berkeley households from 1980 to 2005 occurs in Tract 4240 (19%).

The number of households in Berkeley is projected to increase during this twenty five year period by 5%, while Alameda County households are expected to increase by 33%. By 2005, Berkeley's household size is anticipated to be 1.97, while the County's is projected to be 2.41.

South Berkeley's median household income is projected to increase by an average of 17% from 1980 to 2005, with the largest single increase to occur in Tract 4233 (19%: San Pablo Neighborhood) and the smallest single increase to occur in Tract 4240 (16%: South West and South Central Neighborhoods). (Projections are based on 1980 dollars). The former percentage increase matches the anticipated increase for the City of Berkeley for this twenty five year period, while remaining 6% points under the projected median household income increase for Alameda County.

South Berkeley's average median household income from 1980 to 2005 is expected to lag behind the City's median household income, remaining at 75% of the City's median for the entire twenty five year period. South Berkeley's average median household income was at 66% of Alameda County's median household income in 1980 and 1985. Beginning in 1990, the South Berkeley's figure is projected to drop by one percentage point in 1990 and 1995, stabilizing at 63% of the County's corresponding figure for 2000 and 2005.

South Berkeley's developed acreage is expected to remain constant from 1980 to 2005 (511 acres), with Tract 4234 (Grove Park Neighborhood) containing the largest single concentration of acreage (23%). Berkeley's developed acreage is expected to increase by only two acres from 1980 to 2005, while Alameda County's developed acreage is expected to increase by 29% during this period.

From 1980 to 2005, only seventeen acres in South Berkeley are expected to become available for residential development. This acreage is located in Tract 4240 (South West and South Central Neighborhoods) and is anticipated to be available only during the period from 1980 to 1990. The City of Berkeley is expected to have twenty seven developable residential acres available only during the period from 1980 to 1990. Alameda County is anticipated to have 17,324 developable residential acres available from 1980 to 1990. An additional 7,741 residential acres will be available during the period from 1990 to 2005. (See Table 71)

In 1983, ABAG projected housing needs by income level on a City wide basis for the period from 1980 to 1990. (These projections do not provide specific information regarding South Berkeley). A total of 1611 units will be needed to meet Berkeley's housing needs for this ten year period. Of these 1611 units, 30% are in the Very Low income category, 17% are in the Low income group, 19% are in the Moderate income category, and 34% are in the Above Moderate income group.

South Berkeley's actual and projected average median household income at each five year interval from 1980 to 2005 places this community's households in the Very Low and Low income categories for every interval except 2005, at which point South Berkeley's average median household income is expected to edge into the Moderate income category. See Table 72)

B. Housing Demand as a Function of Development along Commercial Corridors

SUMMARY OF FINDINGS:

- \* Commercial development of vacant lots and buildings along Adeline Street and Sacramento Street in 1987 would generate a significant Berkeley housing demand that could be met by the developments themselves if housing units were incorporated, requiring a reduction in projected office square footage
- \* Commercial and residential development of the Ashby BART station in 1987 could create 125 housing units, a number almost sufficient to meet the total housing need that might be generated by commercial development at the BART station and along the remainder of Adeline Street and Sacramento Street
- \* If the housing demand generated by commercial development along Adeline and Sacramento Streets were to be met by housing construction along these corridors, a total of 177 units would be constructed, of which 24% would be subsidized units

A 1987 set of development scenarios projects housing demand along Adeline Street, Sacramento Street, and at the Ashby BART station, based on reuse of existing vacant buildings and development on vacant lots. City approval of these projects was assumed to be predicated on negotiated agreements with the developer requiring affordable housing development. Two options are presented: construction of the required subsidized housing units, or a payment in lieu of construction, based on the anticipated number of direct Berkeley households to be created by the development projects.



Two scenarios each are presented for Adeline Street and Sacramento Street. The first scenario in each case summarizes the housing demand generated by the total office and retail square footage that could be accommodated along that commercial corridor. The second scenario balances the square footage of retail and office development on the first floor against the number of direct households that would be created by including the requisite number of units on the second floor.

In February of 1987 there were five sites on Adeline Street available for commercial or mixed use development, while there were six sites on Sacramento Street, and two large parking lots at the Ashby BART station. It was projected that the latter location offers about twice as much potential office square footage when compared with the first Adeline Street and Sacramento Street scenarios. Available retail space at the BART station was projected to exceed that available along Adeline Street by 9% and that along Sacramento Street by 17% under both scenarios.

Development at the BART station would generate 55 new Berkeley households, in comparison with 42 due to Adeline Street commercial development, and 38 attributable to commercial development along Sacramento Street. The proposed level of development would require a total of 51 subsidized units, of which the majority would be for households with incomes within 80% of the median household income for Alameda County. The units would be divided fairly evenly between the three development locations.

One hundred and twenty five housing units could be constructed at the BART site, falling only ten short of meeting the total housing demand generated at this site and along other portions of Adeline Street and Sacramento Street.

The Adeline Street and Sacramento Street scenarios that incorporate sufficient housing to meet the housing demand generated by commercial development along these two corridors project a total of 52 housing units, of which almost half would be subsidized units, divided almost equally between the two corridors. (Table 73)

## VII. HOUSING GOALS AND POLICIES

The housing goals and policies presented in this report are based on the South Berkeley housing findings and the goals outlined in the Housing Element of the City's General Plan. The South Berkeley housing policies reiterate some of those presented in the Housing Element, given that these policies specifically address South Berkeley findings.

### GOAL 1: ENSURE ACCESS TO AFFORDABLE HOUSING

This policy addresses the finding that South Berkeley residents are primarily in the low and moderate income bracket and thus in need of affordable rental housing and homeownership opportunities.

#### POLICY 1.1

Encourage non profit ownership of South Berkeley housing



#### POLICY 1.2

Increase the supply of three and four bedroom units to meet the housing needs of large families

#### POLICY 1.3

Continue City loan programs that benefit moderate and low income homeowners and landlords

#### POLICY 1.4

Require commercial developers to build affordable housing or make in lieu payments commensurate with the housing demand generated by new commercial projects

#### POLICY 1.5

Encourage use of creative financing techniques and home ownership options by local non profit organizations in the provision of affordable new housing and the rehabilitation of existing housing

#### POLICY 1.6

Assist tenants and others in becoming homeowners

#### GOAL 2: PRESERVE THE DIVERSITY OF SOUTH BERKELEY'S POPULATION

While South Berkeley has been one of the most diverse communities in Berkeley, this report's findings point to a significant loss of Black population, as well as the possible loss of other special needs housing groups due to the rising cost of housing.

#### POLICY 2.1

Seek funding for low income housing projects targeted towards special housing needs groups in the South Berkeley population

#### POLICY 2.2

Prioritize South Berkeley housing programs so as to minimize the loss of this community's special housing needs population

#### POLICY 2.3

Maintain current and comprehensive information regarding demographic changes and trends in Berkeley, particularly with regard to the loss of special housing needs groups

#### POLICY 2.4

Circulate information in South Berkeley regarding community housing services available to low and moderate income persons and other special housing needs groups

#### POLICY 2.5

Support the continuation of residential rent control and educate, assist, and protect both renters and owners in the exercise of their rights and in the fulfillment of their responsibilities

#### POLICY 2.6

Continue to participate with other Berkeley communities in seeking solutions to the problems of the homeless, with a particular emphasis on South Berkeley residents who become homeless. The provision of housing for the homeless should be diversified throughout the City

#### POLICY 2.7

Encourage the continuity of indigenous South Berkeley property ownership

#### GOAL 3: MAINTAIN AND EXPAND SOUTH BERKELEY'S HOUSING STOCK

This report found that a significant number of South Berkeley housing units require rehabilitation. In addition, there is a documented need for new construction of affordable housing.

#### POLICY 3.1

Prevent the loss of renter and owner occupied housing through demolition, long term vacancy, conversion to other uses, or vandalism

#### POLICY 3.2

Develop incentives and enforceable mechanisms for returning vacant and abandoned residential structures to the housing market

#### POLICY 3.3

Expand existing City funded housing rehabilitation programs to provide assistance to a larger number of units

#### POLICY 3.4

Develop voluntary programs for identifying historical South Berkeley residential structures and City loan and rehabilitation programs to assist in the preservation of these buildings

#### POLICY 3.5

Continue to evaluate the merits and cost effectiveness of mixed use development at the Ashby BART station, with a particular emphasis on affordable housing options

### POLICY 3.6

Encourage mixed use development in South Berkeley along major commercial corridors

### POLICY 3.7

Encourage the construction of new affordable housing units

### POLICY 3.8

Encourage the construction of second units

### GOAL 4: EXPAND THE ROLE OF SOUTH BERKELEY RESIDENTS AND COMMUNITY ORGANIZATIONS IN PLANNING FOR HOUSING CONSERVATION AND DEVELOPMENT

South Berkeley residents need to participate in defining planning policy for their community, particularly as it relates to housing, given that residential use is the largest land use category in South Berkeley.

### POLICY 4.1

Encourage the involvement of South Berkeley residents and community organizations in planning and implementing housing programs

### GOAL 5: IMPROVE THE RESIDENTIAL QUALITY OF LIFE

South Berkeley residents have identified certain community problems that have a direct bearing on residential life in the community.

### POLICY 5.1

Take steps to rid the South Berkeley community of drugs and other illegal activities and explore sanctioning landlords who rent to drug dealers and users

## VIII. HOUSING POLICY IMPLEMENTATION STRATEGIES

Each of these housing strategies and implementation steps presented here has as a primary goal the retention of South Berkeley's Black population.

### A. Housing Affordability

Strategy: Expand Ownership Opportunities

#### 1. South Berkeley Neighborhood Development Corporation (SBNDNC)

The SBNDNC was established in December of 1986 to spearhead revitalization efforts in South Berkeley. A primary goal of this non profit community organization is to expand opportunities available to South Berkeley residents to obtain adequate low cost housing. This activity includes the construction, rehabilitation, and provision of affordable housing.



The SBNDNC can serve as a primary vehicle for implementing every policy outlined in this Housing Report, due to its broad scope of activities, its commitment to innovative programming and financing, and its broad membership base. Funding for the SBNDNC could derive from foundation grants and Redevelopment money.

The organization can serve as the source for community land banking, originate creative planning and financing for housing ventures, work with the City in providing technical assistance to landlords, tenants, and homeowners, serve as the developer for new housing construction, assume a major role in any development project that is implemented at the Ashby BART station, and provide information and assistance to renters.

## 2. Limited Equity Co-operatives (LECs)

A cooperative is a housing corporation mutually owned by all the resident shareholders. Coop owners earn the right of occupancy and a decision making role by purchasing shares in the co-op. A limited equity co-operative makes housing affordable by providing certain home ownership benefits, while restricting participants' returns on investments in order to assure continuing affordability for future co-op members. LECs would offer South Berkeley residents who could not otherwise afford it an opportunity to own their own homes in common with others.

## 3. Tenants' First Option to Purchase

A proposed City ordinance granting tenants in buildings of five or more units the first option to purchase would aid tenants in becoming homeowners. Apartment complexes could become limited equity cooperatives, ensuring continuing affordability. (This proposal is limited to buildings of five or more units in order to maximize the organizing and financing efforts that would be required to convert a building from renter to owner occupied).

## 4. Non Profit Ownership of Housing

Houses that are at risk of foreclosure could be withdrawn from the private housing market through the involvement of a non profit community organization such as the South Berkeley Neighborhood Corporation (SBNDNC). Those homeowners who chose to participate could assign their mortgage to the SBNDNC, which would use government funds to retire the debt over time. These homes would never be mortgaged again but would be owned by the SBNDNC.

The family could remain in their home as long as they wished. Their housing costs would be vastly reduced, in exchange for their giving up the right to sell the home. Such a program would be particularly useful to a family facing foreclosure. Senior citizens could participate in a reverse annuity program similiar to the one currently funded under CDBG , although in this case, the SBNDNC, rather than the bank, would own the house once the annuity's term expired.

Strategy: Increase Affordable Housing Stock

1. Coordination of Affordable Housing and Economic Development

All commercial projects in Berkeley should be analyzed for their potential housing impacts and potential mitigation measures. Major projects could be linked to required subsidized housing production or in lieu fees, with the goal of at least meeting the affordable housing demand generated by the project.

2. Redevelopment Funding for Housing Projects

Redevelopment funds could be used for affordable housing construction on vacant parcels through the Second Unit Program, a Mortgage Subsidy Program (tax exempt financing), and a Single Residency Occupancy (SRO) Building Housing Rehabilitation Program. Such activities could include: funding for non profit housing agencies, site acquisition, site preparation, and purchase subsidies.

Strategy: Maintain Existing Affordable Housing Stock

1. City Funded Housing Programs

Existing City loan and housing assistance programs should be maintained and expanded. A particular emphasis should be placed on housing programs which assist low and moderate income property owners in the construction and rehabilitation of rental units, as well as low and moderate income homeowners who require low cost assistance in complying with codes and making home improvements.

The existence of City housing assistance programs should be widely publicized in South Berkeley through satellite City offices and local community organizations. The City should identify staff persons who can assist property owners in completing the process for securing loans and other assistance.

B. Diversity Maintenance

Strategy: Maintain Affordable Rents and Assist Tenants and Landlords

1. Rent Control

Maintaining a socially and economically diverse community in South Berkeley is directly linked to the continuation of rent control. Moderate and low income renters in South Berkeley, the majority of whom are Black, require affordable rents in order to remain in Berkeley. South Berkeley's rents are among the most affordable in the City. Without rent control, it is likely that a significant number of Black families, disabled persons, single heads of households, and other members of special needs groups would be forced to seek low and moderate cost housing in another City.



Tenants need information regarding their rights and responsibilities, and access to housing counselors. This information and legal referrals should be made available through South Berkeley community organizations. Landlords require information regarding needed improvements in order to comply with building codes or to benefit tenants. Landlords also need information regarding the process for petitioning for rent increases.

The City Council should direct the City Manager to encourage landlords and tenants to utilize the Dispute Resolution Project in order to resolve problems that arise and to discourage lengthy and/or costly lawsuits. The City Council should encourage the Rent Stabilization Board to collect data on the issue of historically low rents and to provide any needed regulations to resolve inequities. The City Council should address some of the problems encountered by South Berkeley property owners since the passage of rent control and determine whether any such problems are appropriate subjects for amendment(s) to the Rent Control Ordinance.

### Strategy: Housing Assistance Targeted to Specific Groups

#### 1. Redevelopment Funding

Redevelopment funding could be used to maintain South Berkeley's population diversity through a non profit Reverse Annuity Program, and a Rental Housing Conversion (owner/renter/profit to non profit). Such activities could include: purchase subsidies, mortgage subsidies, funding for non profit housing agencies, site acquisition (land write down).

#### 2. Assistance to Homeowners

The City should identify staff persons to assist South Berkeley homeowners who are interested in selling their homes regarding sales options, including the option of selling the home to a non profit housing organization.

#### 3. Assistance to the Homeless

South Berkeley has assisted in alleviating the transient homeless problem by providing a temporary shelter that, during the six months of its operation, was capable of housing one hundred persons. While shelters provide a short term solution to the homeless problem, a long term approach is needed.

The provision of emergency shelter for South Berkeley residents who become homeless is of primary importance. This approach ensures that displaced residents find shelter within their own community, rather than having to relocate. The City should consider emergency shelter options in South Berkeley, specifically aimed at meeting the needs of South Berkeley's homeless.

Transitional housing for the homeless, also targeted towards displaced South Berkeley residents, would provide a more long term solution to the homeless problem. The City is currently investigating the feasibility of converting local older hotels and other residential buildings into transitional housing. This approach should be considered for South Berkeley.



One approach to transitional housing is to target the services towards certain groups within the homeless population that traditionally have a difficult time reestablishing themselves in a home. One such group is families. An experimental transitional house oriented towards the needs and concerns of parents and their children could be located in South Berkeley.

Further evaluation of such an approach is needed; the Health and Human Services Department of the City of Berkeley is currently assessing the feasibility of transitional housing. The success of such a program would require employment assistance and grants or loans to cover moving costs associated with securing permanent housing.

South Berkeley residents must be included in the decision making process regarding the location of emergency shelters and transitional housing in South Berkeley.

Strategy: Ensure Community's Access to Housing Services

1. Making Housing Services Accessible to the Community

Information regarding existing housing programs should be accessible to South Berkeley residents who may not seek the information outside of the community. Locations such as the South Berkeley Senior Center and South Berkeley satellite City offices, as well as local community organizations, should be utilized for such information distribution.

Strategy: Anticipate Demographic Changes that Affect Diversity Maintenance

1. Maintaining Demographic Information on the South Berkeley Community

In order to adequately assess to what extent certain population groups are leaving South Berkeley, it is necessary to maintain current data on demographic trends in the immediate community, Berkeley, and Alameda County. This data should be used in efforts to maintain a diverse South Berkeley population, including the development of affordable housing programs. Such data should remain current and never be more than two years old.

C. Maintenance and Expansion of South Berkeley's Housing Stock

Strategy: Preserve the Existing Housing Stock

1. Preventing the Loss of Existing Residential Units

Existing demolition and conversion controls need to be enforced in South Berkeley in order to prevent the loss of residential units. Vacant units could be restored to the housing market by means of the following: adoption of an ordinance that would declare vacant properties a nuisance and impose fines for continuing vacant status, ownership transfer of vacant properties to a non profit organization that would rehabilitate them and hold them in some form of cooperative ownership.

## 2. Redevelopment Funding

Existing City housing rehabilitation programs provide low cost funds to property owners for code violation housing repairs to either owner occupied or rental structures. Tenants must be moderate and low income.

These programs could be maintained, and possibly expanded, through the use of Redevelopment funds to include a Single and Multi Family Loan Program, as well as a SRO Building Acquisition and Rehabilitation Program. Activities could include: homeowner/rental property owner grants and low interest loans, funding for non profit housing agencies, and housing programs targeted to large families.

Redevelopment funding could also be used for restoring vacant properties to the housing market by means of a Rehabilitation Loan Program, Mortgage Subsidy Program (tax exempt financing), and a SRO Building Acquisition and Rehabilitation Program. Activities could include: purchase subsidies, rehabilitation grants/low interest loans to residential hotel owners, funding for non profit housing agencies, and mortgage subsidies.

## 3. Historic Preservation

South Berkeley contains some of the oldest neighborhoods in the City, with a number of homes dating back to the late 19th Century. An historical preservation program funded by the City would provide the necessary low interest loans or grants and the technical expertise to ensure that these structures survive. Such a program would have to be a voluntary one: South Berkeley residents must be able to choose whether or not to participate in an historical preservation effort and thereby retain control over the use and disposition of their property.

Strategy: Construct New Housing Units

### 1. Housing Development at the Ashby BART Station

South Berkeley residents must be full participants in the decision making process involving the use of the Ashby BART station for commercial and/or housing development.

### 2. Mixed Use Development

Mixed use development along major commercial corridors is both common and desirable in South Berkeley. The C-1(SA) Zoning Ordinance, adopted in February of 1987, is primarily aimed at encouraging locally serving mixed use development along Adeline Street, Sacramento Street, and Shattuck Avenue. Mixed use development consolidates and maximizes limited space, while providing residential units in close proximity to shopping.

### 3. In Fill Residential Development

Affordable housing units should be constructed on appropriate vacant lots in South Berkeley. Construction at these sites would not only provide additional units, but would also improve the general appearance of the community.

D. Public Participation in Planning for Housing Conservation and Development

Strategy: Encourage Direct Communication among City and Non Profit Housing Developers and the South Berkeley Community

1. Community Involvement in Housing Policy Decision Making

South Berkeley residents and local community organizations such as the South Berkeley Neighborhood Development Corporation (SBNDC) should be involved in housing policy decisions that affect this community. Regular communication between the SBNDC and the City will facilitate this process. Regular community meetings would disseminate information to the broader community. Site specific projects should be monitored by a committee composed of residents and other interested South Berkeley parties.

E. Quality of Residential Life

Strategy: Take Action to Stop Illegal Activities

1. Mechanisms to Compel the Eviction of Drug Dealers and Users and Others who Engage in Illegal Activities

The City should develop appropriate mechanisms for compelling landlords to evict drug dealers and users and other persons who engage in illegal activities. This effort should be carried out in cooperation with Neighborhood Watch Groups.





TABLE 32

## SOUTH BERKELEY ZONING (1987)

Zoning District	Designation	Standards
R-1	Single Family Residential District	<p>3-story/35-foot height limit.            Building cannot cover more than 40% of the lot area.            20% of the Depth of the lot to maximum of 20-feet.            Second unit with use permit.            Daycare permitted under certain conditions.            Home occupations, foster homes, family care homes with use permit.</p>
R-2	Restricted Two-Family Residential District	<p>3-story/35-foot height limit (with use permit), otherwise 3-stories or 28 feet.            One dwelling unit for each 2,500 square feet + one additional dwelling unit for any remaining land between 2,000 + 2,500 square feet.            At 3-stories, lot coverage permitted: 35% (int. lot) 40% (corner lot).            At 3-stories, yards required: 20-feet (front + rear yard), 6-feet (side yard), 16-feet required building separation: 16-feet.            Useable open space minimum 400-square feet for each dwelling unit.            All uses permitted in R-1.</p>
R-2A	Restricted Multiple Family Residential District	<p>Same height limit applies as in R-2.            One dwelling unit for each 1,650 square feet + one additional dwelling unit for any remaining land between 1,300 + 1,650 square feet.            Same lot coverage applies as in R-2.            At 3-stories: yards required: 15-feet (front and rear yard), 6-feet (side yard), 15-feet (street side yard), required building separation: 16-feet.            Useable open space: minimum 300-square feet for each dwelling unit.            All uses permitted in R-1.</p>
R-3	Multiple Family Residential District	<p>Dwelling unit specifications are determined based on proposed building height, useable open space, lot coverage.            All uses permitted in R-1.</p>

TABLE 32 (CONT.)

R-4	Multiple Family Residential District	Dwelling unit specifications are determined based on proposed building height, useable open space, lot coverage. All uses permitted in R-1 or R-3.
C-1	Limited Commercial District	Residential uses of "R" districts (use permit when required). General commercial uses. Live/work use. 6-story 75-feet height limit (with use permit), otherwise: 3-stories or 50-feet. Permitted floor area ratio (FAR): 3. Special controls on development: protect adjacent "R" uses. Parking and related requirements.
C-1 (SA)	South Area Commercial District	Covers Adeline Street and Shattuck Avenue from Durant south, Sacramento Street from Dwight Way south, and commercial portions of connected streets. General commercial (encouragement of mixed use). 3-story height limit, except in case of mixed use: if 3rd, 4th, 5th stories are residential, more than 3-stories are permitted. From Parker Street to Russell Street the height maximum is 2-stories, although 4-stories are permitted if 3rd and 4th floors are residential. Same parking & related requirements as in C-1. Special control on development to protect adjacent "R" uses, as in C-1. Residential uses of "R" Districts (use permit when required).
C-1C	Neighborhood Commercial District	Residential uses of "R" Districts (use permit when required). Live/work use. Limited commercial uses. 3-story/35-feet height limit if 3rd story used for residential, otherwise: 2-story/35-feet height limit. Special controls on site development, building orientation, external effects. Off-street parking & related requirements.

SOURCE:            Zoning Ordinance, City of Berkeley  
                          Ordinance No. 3018-N.S.

Footnotes:        This table is not comprehensive. It is merely a synopsis of the city's zoning ordinances as they apply to South Berkeley.



TABLE 33

## HOUSING INVENTORY: STRUCTURES BY STRUCTURE TYPE (1985)

151

151	Census Tract	1F	2F	3F	4	5	6	7	8	9	4-9F Apts.	10+	R1 Non R Mixed	Group Dirs.	Multi. Dwell. Rm/Apt.	Total Structures
	4233	986	75	24	32	6	7	1	7	3	56	2	19	--	--	1,162
	4234	911	157	44	43	11	11	4	7	1	77	20	1	1	--	1,211
	4235	286	65	25	27	7	9	3	3	-	49	11	3	1	--	435
	4239	202	49	11	20	3	5	1	1	1	31	4	2	-	1	299
	4240	997	180	70	91	6	21	8	15	2	143	6	6	1	3	1,406
	Total S.B.	3,382	526	170	213	33	53	17	33	7	356	43	31	3	4	4,513
	% of Total South Berkeley Struc.	75%	12%	4%	5%	.7%	1%	.4%	.7%	.2%	8%	1%	.7%	-	-	100%
	City of Berkeley Total Struc.	20,774	2,470	606	892	206	221	80	160	49	1,608	440	110	123	96	26,227
	% of Total Berkeley Strucures	79%	9%	2%	3%	68%	.8%	.8%	.3%	.6%	.2%	6%	.4%	.5%	.4%	107%
S.Berkeley % of City Struc.	16%	21%	28%	24%	16%	24%	21%	21%	21%	14%	22%	10%	28%	4%	17%	
By Unit Type													Total S.B. Units	City of Berkeley Total Structures      Total Units		
Source: 1985 Housing Stock Changes Report, Planning/Community Development Department City of Berkeley.													1,563			
Footnotes: <sup>1</sup> The structure count for tracts 4235-4239 is based on a 1985 calculation of the percentage of structures/tract 4235: 662 of all structures/units are located in South Berkeley.													2,073			
													936			
													552			
Tract 4239: 32% of all structures/units are located in South Berkeley.													2,375			
Rated: Units to Structures      South Berkeley      City of Berkeley													Total	7,499	26,227	45,382
														</		

SOUTH BERKELEY HOUSING UNITS (1980)

TRACT	# OF UNITS
4233	1544
4234	2045
3235	955
4239	586
4240	2332
South Berkeley Total	7463
% of Berkeley Total City of Berkeley	16%

Source: 1980 Census US Census Summary Tape File 3A

TABLE 35

HOUSING STOCK CHANGES: UNITS BY TYPE OF ACTION (1976-85)<sup>1</sup>

CENSUS TRACT	NET CHANGE	TOTAL <sup>2</sup>		NEW CONSTRUCTION	DEMOS (-)	ALL CONVERSION		HOUSE MOVE ( ) INTER CITY	CITY OF BERKELEY		
		GAIN	LOSS			(+)	(-)		NET CHANGE	TOTAL	UNIT BREAKDOWN
4233	0	0	0	0	0	0	0	0		139	1F
4234	7	13	-6	12	-5	1	-1	0		37	2F
4235	59	60	-1	59	0	1	-1	0		13	3F
4239	1	3	-2	2	2	1	0	0		11	4F
4240	11	17	-6	18	3	2	-3	-1		3	5F
										9	6F
										4	7F
										2	8F
										1	9F
										4	10F
Total	78	93	15	91	10	5	-5	-1		3R/non-R/mixed	
										-1 Mult. Dwel. Rm/Apt	
										TOTAL: 219 Structure	
										Added	

SOURCE: 1983 Housing Stock Changes Report  
Planning and Community Development Department

<sup>1</sup> This inventory may overstate the Housing Stock Changes in Tracts 4235 and 4239, given that full tract counts are used.

<sup>2</sup> The types of structures that reflect the Unit Gains and Losses cannot be determined.



TABLE 36 : MIXED USE BY COMMERCIAL CORRIDOR (1986)

Commercial Corridor	Res.	Use 1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	
Legend:																											
Res.:																											
1: single family																											
2: duplex																											
3: triplex																											
4: fourplex																											
5: five or more units																											
Comm.:																											
1: general comm.																											
2: 2nd hand clothing furniture																											
3: grocery																											
4: restaurant																											
5: beauty/barber shop																											
6: real estate																											
7: laundromat/ cleaners																											
8: hardware/paint/ appliance store																											
9: clothing store																											
10: nursery/ childcare																											
11: music/record store																											
12: martial arts																											
13: auto services																											
14: furniture/ fabric store																											
15: printing/ publishing																											
16: computer/ electronics																											
17: office																											
18: antique store																											
19: copy store																											
20: massage																											
21: medical instruments																											
22: janitorial																											
23: drug store																											
24: flowershop																											
25: liquor store																											
Adeline Street	res.	5	7	1	1	1																					
	comm.	-	-	1	-	1	-	1	1	1	1	-	-	-	-	-	-	4	4	-	-	1	-	-	1	-	
Alcatraz Avenue		1	3	-	2	1										1	-	1	-	-	-	-	-	-	-	-	
		-	-	1	-	2	2	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	
Ashby Avenue		5	3	1	3	-																					
		1	-	-	-	2	-	-	1	-	-	-	-	-	-	-	-	1	8	1	1	-	-	-	-	-	
Martin Luther King Jr. Way		1	4	1	1	-																					
		2	-	1	-	1	-	-	-	-	1	1	1	-	-	-	-	-	-	-	-	-	-	1	-	-	
Sacramento Street		3	4	-	-	2																					
		1	1	3	-	2	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
San Pablo Avenue		4	-	1	1	3																					
		1	1	1	3	1	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Shattuck Avenue		2	1	-	-	2																					
		2	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	1	2								
TOTAL	res.	21	22	4	8	9	N= 64																				
	comm.	7	2	7	3	9	2	3	3	1	2	1	1	-	1	2	1	7	14	1	1	1	1	-	1	-	
SOURCE: 1986 LAND USE SURVEY																											
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT																											
CITY OF BERKELEY																											
Footnotes: 1: Mixed use refers to a combination of commercial and residential uses, either in the same building or on the same parcel.																											
N=71																											

154

SOURCE: 1986 LAND USE SURVEY

PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT  
CITY OF BERKELEY

N=71

Footnotes: 1: Mixed use refers to a combination of commercial and residential uses, either in the same building or on the same parcel.

TABLE 37

DISTRIBUTION AND TYPE OF COMMUNITY CARE FACILITIES (1986)<sup>2</sup>

CENSUS <sup>1</sup> TRACT	TYPE OF FACILITY					% of Tot.
	Small Home	Fam. Home	Group Home	Adult Residential	Residential Elderly	
Total 4233	1				3	4 24%
Total 4234				1	1	2 12%
Total 4235					1	1 6%

Total 4240		1	5		4	10 59%
Total	2	1	6		8	17 100%
% of Total By	12%	6%	35%		47%	100%
Type of Facility						
Total Berkeley Care Facs.	2	3	13		19	39 <sup>1</sup>
SB % of Tot Within each Category	100%	33%	46%		42%	44%

SOURCE: "Department of Social Services Community Care  
Facilities Information System Directory Report"  
Department Of Social Services Community Care  
Liceneing (9/86)

<sup>1</sup>

This total includes one  
Rehabilitation Facility  
and one Adult Day Care  
Facility.

DISTRIBUTION AND TYPE OF COMMUNITY CARE FACILITIES (1986)<sup>2</sup>

<sup>2</sup> Definition of Community Care Facilities:

- A) Small Family Home:  
This type of facility accommodates six or less children whose age may range from birth to 18 years. The children live in the licensee's home.
- B) Group Home:  
This type of facility accommodates children, whose age may range from birth to 18 years, in a specialized program. The licensee does not live on the premises.
- C) Adult Residential:  
This type of facility accommodates adults whose age may range from 18 years to 59 years.
- D) Residential Elderly:  
this type of facility accommodates adults aged 60 and over.
- E) Adult Day Care:  
This type of facility provides daytime care and supervision to persons over 18 years of age.



TABLE 38

PUBLICLY ASSISTED NEW CONSTRUCTION: SOUTH BERKELEY (1983)

	PROJECT	YR.COMPLETED	CENSUS TRACT	# OF STRUCTURES	# OF UNITS	
1.	Savo Island	1979	4235	9	57	
2.	R H C P Scattered Site Housing	1983	4234 4240	4	12	Total Berkeley Publicly Assisted Housing Units From 1976-1986: 262

SOURCE: 1985 Housing Stock Changes Report  
Planning and Community Development Department

TABLE 39

LOW INCOME PUBLIC HOUSING PROJECT (LIPH) (1987)

Census Tract	Site	Approx. Site Sq. Ft.	# of Units	# of 3 Bedrm. Units	# of 4 Bedrm. Units	Proposed <sup>1</sup> Site Density	Existing Neighborhood Density
4233	Santa Fe Right of Way Dwight To Blake (Dwight End)	5,000	2	1	1	15	15
4233	Sacramento At Stuart St.	21,353	9		4	18	15
4235	Savo Island South	23,850	12	6	6	21	18
TOTAL	3		23		11		
Total Other LIPH Projects	7		38				
Total LIPH Projects	10		61				
S.B. % of Total	30%		38%	17%			

TOTAL DISABLED UNITS: 6

SOURCE: (DRAFT) "Expanded Initial Study Low Income Housing (LIPH) Project" Mundee/Associates;  
Planning and Community Development Department, City of Berkeley: 10/85

Footnotes: 1: Site Density= dwelling unit/acre

TABLE 40

DISTRIBUTION OF VACANT RESIDENTIAL BUILDINGS (1986) <sup>1</sup>

Tract	Unit Size: Number of Vacant Structures					# of Mixed Use Structures	# of other Structures	Total Vacant Struct.	% of Total Vacant Struct.		Total Structs.	Vacancy Rate
	1	2	3	4	5+							
4233	13	1				1		15	15%		1162	1%
4234	7	3			1	3	2	16	16%		1211	1%
4235		1	2	1	1	2		7	7%		435	2%
4239	3	4						8	8%		309	3%
4240	28	3	2	4	4	10		51	53%		1406	4%
Total S. Berk. Vacant Struct.	51	9	4	8	6	17	2	97				
% of Total S.B. Vacant Struct.	53%	9%	4%	8%	6%	18%	2%	100%	100%		4523	2%
Total Berkeley Vacant Residential Structures								185	Total Berkeley Structures: 26,227			
South Berkeley % of Berkeley Vacant Residential Structures								52%	Berkeley Vacancy Rate: 7%			

SOURCES: 1986 Land Use Survey, Planning and Community Development Department, City of Berkeley.  
 1/86, 10/86 Abandoned Building Surveys, Fire Department, City of Berkeley.  
 1985 Housing Stock Changes Report, Planning and Community Development Department, City of Berkeley.  
 9/85 Vacant Residential Survey, Planning and Community Development Department, City of Berkeley.  
South Berkeley Vacant Property Survey (date unk.), Planning and Community Development, City of Berkeley.

FOOTNOTE: <sup>1</sup> This number is a rough calculation based on the 1/86 + 10/86 Abandoned Building surveys, plus the 1985 survey.



TABLE 41

YEAR-ROUND HOUSING UNITS BY YEAR STRUCTURE BUILT (1980)<sup>1</sup>

Census Tract	YEAR OF CONSTRUCTION								
	6/80-1975		1974-60		1959-40		1939 or earlier		
4233	26		180		758		604		
34	7		385		801		852		
35	94		154		253		456		
39	1	% of	54	% of	142	% of	378	% of	
40	6	Total	402	Total	863	Total	1061	Total	
TOTAL	134	2%	1175	16%	2817	38%	3351	45%	7477
City of Berkeley	512	1%	7509	16%	13,966	30%	24335	53%	46322

SOURCE: "Year-Round Housing Units By Year Structure Built"  
1980 U.S. Census Summary Tape File 3A

- <sup>1</sup> The Structure counts for Tracts 4235 and 4239 are derived from a ratio of units within Census Blocks that define South Berkeley to total units in the whole Tracts. The resulting percentage are:
- 66% of all units/structures in Tract 4235 were within the South Berkeley Boundaries.
  - 33% of all units/structures in Tract 4239 were within the South Berkeley Boundaries.

## DISTRIBUTION OF LOW INCOME PUBLIC HOUSING PROJECT (LIPH) (1987)

FOOTNOTES: <sup>1</sup>Site Density: Dwelling Unit/Acre  
<sup>2</sup>Unit Breakdown of Other Projects:

<sup>3</sup>Gross Square Footage of 3/4 Bedroom Units:

	Total Units	3 Bedrm	4 Bedrm	
Santa Fe Row	2	1	1	
Corner of Dwight Way+	5	3	2	
Valley Street				
7th Street and Jones Street				3 Bedroom Unit: 1053-1068 Gross Square feet
Rose Street and Martin L.K. Jr. Wy	6	2/1 Dis. Unit	3	Disabled 3 Bedroom Unit: 1104 Gross Square feet
2000 Block of Virginia Street	7	2/1 Dis. Unit	3/1 Dis. Unit	4 Bedroom Unit: 1259-1283 Square feet
Franklin School, Southwest Playground	9	5	4	Disabled 4 Bedrm. Unit: 1268 Gross Square feet
Franklin School, Southeast Playground	7	3/1 Dis. Unit	3	
Santa Fe Row, Channing Way at West Street	2	1	1 dis. Unit	

---

Total: 38 Units, of which 5 are Disabled  
Units

TABLE 41A

YEAR STRUCTURE BUILT FOR OWNER OCCUPIED HOUSING (1980)

Occupied Housing Units Total		1975 to March 1980	1970 To 1974	1960 To 1969	1940 To 1959	1939 or Earlier
City Of Berkeley	16883	212	134	615	4031	11891
% of Total	100%	-	-	4%	24%	70%

TABLE 41B

YEAR STRUCTURE BUILT FOR RENTER OCCUPIED HOUSING (1980)

Occupied Housing Units Total		1975 To March 1980	1970 To 1970	1960 To 1969	1940 To 1959	1939 or Earlier
City Of Berkeley	27821	270	1231	5184	9285	11851
% of Total	100%	-	4%	19%	33%	43%

SOURCE: Table C-7. "Year Structure Built For Owner and Renter Occupied Housing Units: 1980"

1980 Census of Population and Housing HC80 - 321 Bureau Of The Census



TABLE 42

RANKING OF CONDITIONS BY TYPE OF UNIT (1986)<sup>1</sup>

TRACT	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
4233													
Units in Structure													
1													
2													
3													
4													
5+													
Total	219	153	102	52	65	56	62	3	10	3	0	0	
4234													Total 725
Units in Structure													
1													
2													
3													
4													
5+													
Total	227	246	144	107	54	63	52	20	7	3	4	1	
4235													Total 928
Units in Structure													
1													
2													
3													
4													
5+													
Total	75	64	55	38	12	13	15	2	8	1	1	0	
4239													Total 284
Units in Structure													
1													
2													
3													
4													
5+													
Total	45	47	20	27	16	7	0	4	0	0	1	0	
4240													Total 167
Units in Structure													
1													
2													
3													
4													
5+													
Total	51	40	176	196	88	70	10	29	0	14	4	2	
													Total 680
Grand Total	617	550	497	420	235	209	139	58	25	21	10	3	2784
% of Total	22%	20%	18%	15%	8%	8%	5%	2%	.9%	.8%	-	-	

TABLE 42 (CONT.)

RANKING OF CONDITIONS BY TYPE OF UNIT (1986)

1: Rotted Wood Windows	7: Cracks In Foundation
2: Overgrown Vegetation	8: Broken Driveway
3: Trash Present	9: Broken Chimney
4: Needs Paint	10: Broken Gutters
5: Inadequate Supports	11: Boarded Up Windows
6: Abandoned Autos	12: Slipping Off Foundation

SOURCE: 1986 Land Use Survey  
Planning and Community Development Department

NOTE: There may be  
more than one  
occurrence per  
structure

TABLE 43

CONDITION OF VACANT RESIDENTIAL BUILDINGS (1986)<sup>1</sup>

Tract	#OF Bldgs. Affected	Avg.# of occurrences per structure
4233		
	6	3.8
4234		
	3	2.3
4239	4	5
<hr/>		
4240	17	5
<hr/>		
TOTAL SOUTH BERKELEY	74 28	2.7

SOURCES:

1986 Land Use Survey

Planning and Community  
Development Department, City  
of Berkeley10/86 Abandoned Building  
SurveyFire Department  
City BerkeleyFootnotes:

1. This survey registered the exterior condition of buildings only



TABLE 44

DISTRIBUTION AND TYPE OF USE PERMITS, VARIANCES, ZONING PERMITS, & BUILDING PERMITS  
(11/84 - 10/86)<sup>1</sup>

	Residential <sup>2</sup> New Construction	Additions/ <sup>3</sup> Expansions	Alterations/ Remodel	Roofing	Repair
South Berkeley Total	11	32	16	17	6

Total permits issued by zoning and building  
 departments during this period 6607<sup>4</sup>

South Berkeley % of total permits = 1%

<sup>1</sup> This summary excludes sign permits, termite repair, resiting, change  
 in height, demolitions and commercial projects.

<sup>2</sup> This building activity resulted in the addition of 69 units, of which  
 23 were low income public housing.

<sup>3</sup> This building activity resulted in the addition of a duplex.

<sup>4</sup> This figure is a rough estimate of all permits issued from 11/84 to  
 8/86 based on a summary statement: "Schedule of revenue-zoning activity  
 (FYS 1984-85, 1985-86)", Planning and community Development Department,  
 City of Berkeley (1986).

SOURCE: Zoning Division, Codes and Inspection Division Files, City of Berkeley

TABLE 45

A S S I S T E D      H O U S I N G      ( 1 9 8 5 ) <sup>1</sup>

Census Tract	(1980)	Type of Assisted Housing					
	Total Occupied Housing Units	Total Assisted Housing	Family Units	Elderly/Handicapped Units	Section 8 Units	Assisted Housing as % of Total	Family Units as % of Total
4233	1528	196	0	61	135	13%	0
4234	1937	203	39	0	164	10%	2 %
4235	920	131	31	66	34	14%	3 %
4239	536	9	0	0	9	2%	0
4240	2197	299	9	0	290	14%	.4%
TOTAL	7118	838	79	127	632		
City of Berkeley	44704	2176	388	641	1147	5%	.9%
SB % of Total	16%	39%	20%	20%	55%		

SOURCE: "ASSISTED HOUSING IN BERKELEY"  
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT  
CITY OF BERKELEY (4/85)

<sup>1</sup> 167 The unit count of Tracts 4235 and 4239 are derived from a ratio of units within Census Blocks that define South Berkeley in relationship to total units within the whole tracts:  
66% of all units in Tract 4235 were within South Berkeley.  
32% of all units in Tract 4239 were within South Berkeley.

\* Housing Units

TABLE 46

## Municipal Loan Program Beneficiaries (City of Berkeley): Fiscal Year 1982-83

Rehab. Project	# and % households assisted	# of loans	Very Low Income	Low/Mod. Income	Avg. Loan Amount	Avg. Int. Rate	Ethnicity			Female head-of household # and %
							Bl.	W.	Hisp.	
Srs. & Phys. Dis. Rehab.	33 (31%)	16	21 (64%)	12	\$19,253	3.86%	32 (97%)	1 (3%)	0	10 (30%)
Emergency Repair	75 (69%)	36	31 (41%)	17 27	\$11,307	6.07%	58 (77%)	13 (17%)	(5%)	36 (48%)
Total	108 (100%)	52	52 (48%)	29 + 27 other (27%) (25%)		n/a	90 (93%)	14 (13%)	4 (4%)	46 (43%)

SOURCE: Report on the Municipal Loan Program

Planning/Community Development  
City of Berkeley: 10/83

TABLE 47

CITY HOUSING LOANS (FISCAL YEARS 1984-85, 1985-86) <sup>1</sup>

TRACT	HRP	Loan Program/Average Loan AMT <sup>2,3</sup>		MLP-ER	Aver. Loan AMT.	RRP	Aver. Loan AMT.
		Aver. Loan AMT.	MLP-PO/SR Loan AMT.				
4233	-	7,800	1	4	5,125	-	
4234	2	7,800	3	5	7,180	3	58,715
4235	1	27,000	-	1	20,000	1	19,119
4239	-		-	1	5,100	1	31,800
4240	5	13,390	1	7	9,371	2	69,415
Total of SB							
Loans/SB %	8	44%	5	18	56%	7	78%
of All Loans		18 Loans			32 Loans		9 Loans
Average SB							
Loan AMT.		6,519			8,172		52,270
Average #							
of Units Affected	1.8		1.2	1		7.6	
Total SB Housing Loans:		38					
Total SB Housing Units:		7499					

PROFILE OF LOAN RECIPIENTS <sup>4</sup>

	Black Households	Woman Head of Households	Elderly Households	Handicapped Households	
South Berkeley	49	42	22	3	
City of Berkeley	88	62	34	7	Total South Berkeley Loan Recipient House holds: 38
South Berkeley % of City	56%	68%	65%	43%	Total Berkeley Loan Recipient Household: 134
Total					South Berkeley % of Total Households 28%

<sup>1</sup> Some of The Municipal Loans were issued in conjunction with one another for one address. The number of such loans that were issued cannot readily be determined.

<sup>2</sup> HRP: Housing Rehabilitation Project (The current program was initiated in 1980)  
MLP-PO/SR: Municipal Loan Program - Physically Disabled/Senior Housing Rehabilitation Program  
MLP-ER: Municipal Loan Program - Emergency repair (The Municipal Loan Program was Defunded in 1986)  
RRP: Rental Rehabilitation Program (This Program was initiated in 1985)

<sup>3</sup> Loan Eligibility is determined by family income level. Twenty two (56%) of the South Berkeley loan recipient households were very low income.



INCOME DEFINITION BY FAMILY SIZE

INCOME CATEGORY	NUMBER OF PERSONS							
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8+</u>
VERY LOW (VL)	< \$11200	< 12800	< 14400	< 16000	< 17300	< 18550	< 19850	< 21100
LOW/MODERATE (LM)	\$11200 \$17900	12800- 20500	14400- 23050	16000- 25600	17300- 27200	18550- 28800	19850- 30400	21100- 32000
ALL OTHER (O)	\$17900	20500	23050	25600	27200	28800	30400	32000

<sup>4</sup> A household may be registered in more than one category, depending on the household's characteristics.

SOURCE: ANNUAL PERFORMANCE REPORT - Community Development Block Grant Program prepared by Planning and Community Development Department City of Berkeley Fiscal Year: 1984-85, 1985-86

TABLE 48

DISTRIBUTION & PROFILE OF REVERSE ANNUITY MORTGAGEPROGRAM (FISCAL YEAR 1985-86, FIRST HALF 1986-87)<sup>1,2</sup>

	# of Loans Closed	Appraised Value of Home	Average Amount of Loan	Average Loan Term	Average Monthly Payment	
South Berkeley	3	95,000	76,000	92	329	
Other Areas City	5	156,000	128,160	62	1626	
Total	8	133,125	108,600	73	1139	
	Average	Total M/F	Ethnic Composition	Average Income	Total VL/M/O	Average Length of Residency in Home (years)
South Berkeley	78	2F, 1M	3B	453	3VL	27
Other Areas City	88	4F, 1M	5W	896	2VL, 3L/M	42
Total	84	6F 2M	3B, 5W	730	5VL, 3L/M	36

INCOME DEFINITION BY FAMILY SIZE

INCOME CATEGORY (by Dollar Amounts)

Family Size

	1	2	3	4	5	6	7	8+
Very Low	11,200	12,800	14,400	16,000	17,300	18,550	19,850	21,100
Low/Moderate	11,200- 17,900	12,800- 20,500	14,400- 23,050	16,000- 25,600	17,300- 27,200	18,550- 28,800	19,950- 30,400	21,100- 32,000
All Others	17,900	20,500	23,050	25,600	27,200	28,800	30,400	32,000

<sup>2</sup> This program was initiated in the 1985-86 Fiscal Year.

SOURCE: Annual/Monthly Status Report: Community Development Block Grant Program, Prepared by:  
Planning/Community Development Department, City of  
Berkeley, FY 1985-85, 1986-87

TABLE 49: SOUTH BERKELEY RESIDENTIAL SALES (1983-85)<sup>1</sup>

RESIDENTIAL SALES BY UNIT SIZE

Year of Sale Unit Size	Total Sales by Unit Size	Average Price Per Structure	Range of Sales Prices Per Structure	Number of Properties Sold Twice In This Year
<u>1983</u>				
Single Family	85	\$71,600	\$19,000 - \$152,000	2
2	27	85,800	20,000 - 146,000	
3	10	100,800	32,500 - 179,000	
4	20	82,244	33,217 - 145,000	3
5+	8	214,712	40,000 - 900,000	
Mixed Use	7	158,571	60,000 - 300,000	
Other	7	47,788	5,000 - 100,000	
(2+ structures in a group sold for a single price)				
TOTAL	164			5
<u>1984</u>				
Single Family	71	\$ 74,806	\$15,789 - \$142,500	
2	11	101,255	76,500 - 119,500	1
3	8	51,238	31,000 - 100,000	2
4	11	81,964	30,980 - 200,000	1
5+	8	292,113	92,900 - 750,000	1
Mixed Use	4	71,224	10,000 - 145,000	
Other	13	134,665	36,000 - 435,000	
TOTAL	126			5
<u>1985</u>				
Single Family	116	\$ 82,975	\$ 10,500 - \$181,818	3
2	23	103,329	41,000 - 150,000	1
3	4	91,470	34,746 - 148,000	
4	6	111,083	56,000 - 200,000	
5+	5	243,800	124,000 - 225,000	
Mixed Use	3	124,167	90,000 - 162,500	
Other	17	113,265	40,000 - 195,000	2
TOTAL	174			6
TOTAL 1983-85	462			16

TABLE 49 (CONT.)

Footnotes:

- 1 The sales prices listed may be somewhat higher or lower than the actual price, given that they were derived from either the City transfer tax or the County documentary tax, whenever possible, these prices were charged against the individual sales prices provided by the multiple listing service.

A small percentage of sales (about 5%) were not included in the calculations, due to the use of incomplete South Berkeley address ranges.

Sources: Recorded changes in ownership  
Real Property Division  
Finance Department  
City of Berkeley

Multiple Listing Service  
1983-85



1

TABLE 49A: DEATH RELATED SALES IN SOUTH BERKELEY (1979-85)

Year	Death Related Docs. Recorded Against Properties	Sales of these Properties	Percentage of Properties Sold
1979	89	43	48%
1980	67	25	37%
1981	65	27	41%
1982	59	28	47%
1983	109	27	25%
1984	80	23	29%
1985	65	31	48%
TOTAL	534	204	38%

Footnotes: 1: Death related sales are a consequence of a will or probate proceedings. Inheritance of a property is not included. If the heir had sold the property, this sale was included in the list.

Source: Recorded changes in ownership  
Real Property Division  
Finance Department  
City of Berkeley

TABLE 50

ELDERLY AND BLACK HOMEOWNERSHIP (1980)<sup>1</sup>

Tract	Percent of Owners Black	Percent of Owners Elderly
Berkeley	22%	29%
4233	81%	36%
4234	71%	38%
4235	28%	31%
4239	30%	27%
4240	84%	44%

SOURCE: "Gentrification and population Change in Berkeley:  
An Analysis of Trends"

By: Nathan Landau For: City Manager's Office  
City of Berkeley 7/83

FOOTNOTES: <sup>1</sup> The percentages for Tracts 4235 and 4239 are based on full  
Tract counts.

TABLE 51

1,2

DISTRIBUTION OF RESIDENTIAL PROPERTIES FOR SALE (1986)

Census Tract	# of Properties For Sale
4233	12
4234	17
4235	2
4239	2
4240	18
Total South Berkeley	51

<sup>1</sup> Breakdown of Residential uses by # of Units:

36	Single Framily
7	Duplex
2	Triplex
2	Fourplex
4	Five Plus

<sup>2</sup> This list accounts for about 90% of all properties for sale in South Berkeley. In the summer of 1986 at which a visible for sale sign was posted.

SOURCE: 1986 Land Use Survey  
Planning and Community Development Department  
City of Berkeley

MEDIAN RENT FOR BERKELEY HOUSING STOCK (1950-80)

YEAR	# OF RENTAL UNITS	MEDIAN RENT
1950	19127	\$ 47
1960	22209	82
1970	29672	137
1980	27613 <sup>1</sup>	223

SOURCE: "Rental Housing Under The Berkeley Rent Stabilization Ordinance: A Survey of Tenants and Landlords"

By: Ken Barr, Richard Legates  
 For: Rent Stabilization Board  
 City of Berkeley (10/84)

<sup>1</sup> An additional 208 units were not included in the Rent Survey.



TABLE 53

GROSS RESIDENTIAL RENT (1980)

<u>nt in Doll rs</u>	<u>1986 \$<sup>2</sup></u>	<u># of units Citywide</u>	<u>Percentage</u>	<u># of units South Berkeley</u> <sup>1</sup>	<u>Percentage</u>	<u>South Berkeley % Of Corresponding Citywide Categor</u>
ss than 60	79	92	.3%	55	1%	60%
0 - 99	79-131	712	3%	227	5%	32%
0 - 169	132-223	3722	14%	732	17%	20%
0 - 299	224-395	14531	53%	2394	55%	16%
0 - 499	396-659	9646	25%	887	20%	13%
0 +	660+	<u>1252</u>	5%	<u>82</u>	2%	7%
tal Renter cupied Units		27255 <sup>3</sup>		4377		16%

SOURCE:

"Specified Renter - Occupied Housing Units By Gross Rent"  
1980 U.S. Census Summary Tape File 3A

<sup>1</sup> The South Berkeley Unit count is based on the 1980 Census Unit Count By Census Block.

<sup>2</sup> The 1986 \$s are derived from a ratio involving The Consumer Price Index (CPI):  
1980 CPI = 248.8  
8/86 CPI = 328.6  
1980 \$s are multiplied by 1.32 to make them comparable with 1986 \$s.

<sup>3</sup> An additional 566 units were not included in the Rent Survey.

TABLE 54

INCOME LEVEL OF FAMILIES ( 1970-80) <sup>1</sup>

Income Level of Families	<sup>2</sup>			
	Number of Families	Percent of Families	Number of Families	Percent of Families
	<u>1970</u>		<u>1980</u>	
Tract 4233				
TOTAL	998	100%	914	100%
Very Low	228	23%	426	47%
Low	330	33%	196	21%
Moderate	267	2 %	165	18%
Above Moderate	168	17%	121	13%
High	5	.5%	6	.6%
Tract 4234				
TOTAL	1,205	100%	1,026	100%
Very Low	431	36%	510	50%
Low	363	30%	212	21%
Moderate	280	23%	198	19%
Above Moderate	112	9%	82	8%
High	19	2%	24	2%
Tract 4235				
TOTAL	743	100%	527	100%
Very Low	343	46%	186	35%
Low	152	20%	151	29%
Moderate	171	23%	102	19%
Above Moderate	58	8%	74	14%
High	19	3%	14	3%
Tract 4239				
TOTAL	840	100%	613	100%
Very Low	265	32%	229	37%
Low	221	26%	160	26%
Moderate	200	24%	107	18%
Above Moderate	127	15%	72	12%
High	27	3%	45	7%
Tract 4240				
TOTAL	1,539	100%	1,164	100%
Very Low	711	46%	603	52%
Low	372	24%	293	25%
Moderate	306	20%	198	17%
Above Moderate	139	9%	60	5%
High	11	.7%	10	.9%

TABLE 54A: Distribution of Family Incomes in Berkeley (1970-80)

Income Level	Number of Families	%	Number of Families	%	(1970-80) % Change in Families
Total	24,379	100%	19,534	100%	-20%
Very Low	6,584	27%	5,965	31%	-10%
Low	5,623	23%	3,624	19%	-37%
Moderate	5,386	22%	3,870	20%	-29%
Above Moderate	4,659	19%	3,839	20%	-18%
High	2,127	9%	2,236	12%	+5%

Source "Gentrification and Population Change in Berkeley:  
An Analysis of Trends"

By: Nathan Landau

For: City Manager's Office  
City of Berkeley, 7/83

Footnotes:

1. The number of families indicated for tracts 4235 and 4239 exceeds actual number of South Berkeley Families within these tracts. It was impossible to determine the percentage of south Berkeley Families within these tracts, given the unavailability of census block information.

2. Dollar Incomes and Relationship to Median  
at each Income Level

Income Level	1970		1980	
	Dollar Income	Percent of SMSA Median	Dollar Income	Percent of SMSA Median
Very Low	\$5,999 and below	50.8 and below	\$12,499 and below	50.7 and below
Low	\$6,000-\$9,999	50.9-84.7%	\$12,500-\$19,999	50.8-81.1%
Moderate	\$10,000-14,999	84.8-127.1%	\$20,000-\$29,999	81.2-121.7%
Above Moderate	\$15,000-24,999	127.2-211.8%	\$30,000-\$49,999	121.8-202.8%
High	\$25,000 and above	211.9% and above	\$50,000 and above	202.9% and above

SMSA Median Family Income

1970 \$11,802  
1980 \$24,649

TABLE 55

DISTRIBUTION OF BLACK FAMILY INCOMES (1970-80)<sup>1</sup>

Income Level of Families	1970		1980	
	Number of Families	Percent of Families	Number of Families	Percent of Families
Tract 4233				
TOTAL	875	100%	776	100%
Very Low	204	23%	313	40%
Low	292	33%	206	27%
Moderate and Above	379	43%	257	33%
High <sup>2</sup>	NA <sup>3</sup>	NA	6	.8%
Tract 4234				
TOTAL	969	100%	783	100%
Very Low	336	35%	366	47%
Low	306	32%	163	21%
Moderate and Above	327	34%	254	32%
High	NA	NA	12	2%
Tract 4235				
TOTAL	289	100%	151	100%
Very Low	139	48%	51	34%
Low	67	23%	56	37%
Moderate and Above	83	29%	44	30%
High	NA	NA	0	—
Tract 4239				
TOTAL	249	100%	179	100%
Very Low	72	29%	91	51%
Low	76	31%	38	21%
Moderate and Above	101	41%	50	28%
High	NA	NA	0	—
Tract 4240				
TOTAL	1,385	100%	1,048	100%
Very Low	653	47%	576	55%
Low	340	25%	235	22%
Moderate and Above	392	28%	237	23%
High	NA	NA	10	1%

SOURCE: "Gentrification and Population Change in Berkeley: An Analysis Of Trends"  
 By: Nathan Landau  
 For: City Manager's Office City Of Berkeley, 7/83

<sup>1</sup> The Number of Black families indicated for tracts 4235 & 4239 exceeds the actual number of South Berkeley Families within these Tracts. It was impossible to determine the percentage of South Berkeley Black Families within these Tracts, given the unavailability of Census Block Information.

<sup>2</sup> 1980 High Income Families also incorporated into Moderate and Above.

<sup>3</sup> NA = Not Available



TABLE 56

HOUSEHOLDS BY ETHNICITY OF HOUSEHOLD (1970-80)<sup>1</sup>

Tract	Total	% Of Total Tract	W h i t e	% Of Total Tract	B l a c k	% Of Total Tract	O t h e r	% <sup>2</sup> Of Total Tract	Total	% Of Total Tract	W h i t e	% Of Total Tract	B l a c k	% Of Total Tract	O t h e r	% Of Total Tract
<u>1970</u>																
City of Berkeley	45705	100%	32775	72%	10058	22%	2872	6%	44704	100%	30889	69%	8841	20%	4974	11%
4233	1399	100%	183	13%	1175	84%	41	29%	1528	100%	223	15%	1245	81%	60	4%
4234	1996	100%	330	17%	1546	77%	120	6%	1937	100%	490	25%	1297	67%	150	8%
4235	925	100%	615	66%	230	25%	80	9%	923	100%	587	64%	218	24%	117	13%
4239	471	100%	348	74%	110	23%	14	3%	529	100%	377	71%	113	21%	39	7%
4240	2367	100%	231	10%	2092	88%	44	2%	2197	100%	275	13%	1830	83%	92	4%
TOTAL SB	7158	100%	1707	24%	5153	72%	299	4%	7114	100%	1952	27%	4703	66%	458	6%
SB % OF CITY	16%		5%		51%		10%		16%		6%		53%		9%	

TABLE 56A

PERCENTAGE CHANGE IN ETHNIC COMPOSITION OF HOUSEHOLDS (1970-80)

Tract City Of Berkeley	Total	White	Black	Other
	- 2%	- 6%	-12%	+ 73%
4233	+ 9%	+22%	+ 6%	+ 46%
4234	- 3%	+48%	-16%	+ 25%
4235	-.2%	- 5%	- 5%	+ 46%
4239	+12%	+ 8%	+ 3%	+179%
4240	- 7%	+19%	-13%	+109%
Total SB	-.6%	+14%	- 9%	+ 53%

SOURCE: "Gentrification and Population Change in Berkeley: An Analysis Of Trends  
By: Nathan Landau  
For: City Manager's Office City Of Berkeley, 7/83

- <sup>1</sup> The number of households in Tracts 4235 & 4239 in 1970 & 1980 was computed using a ratio based on the number of households contained within the South Berkeley Boundaried in 1980.  
Tract: 4235  
1970: 52% of all households were located within South Berkeley.  
1980: 66% of all households were located within South Berkeley.  
Tract 4239:  
1970: 27% of all households were located in South Berkeley.  
1980: 32% of all households were located in South Berkeley.

- <sup>2</sup> "Other" in this table is other than White of Black.  
Hispanics in 1970 were listed as White, and in 1980 could be listed as any race, although the majority identified themselves as "Other".

TABLE 57

OCCUPIED HOUSING UNITS BY LENGTH OF RESIDENCY (1980)<sup>1</sup>

Years In esidence	TRACT 4233		4234		4235		4239		4240		# & % of Total S.B. O / R		CITY OF BERKELEY % of Owner Tot. O		% of Renter Tot. R
	Owner S.B.	Renter S.B.	Owner S.B.	Renter S.B.	Owner S.B.	Renter S.B.	Owner S.B.	Renter S.B.	Owner S.B.	Renter S.B.					
1	9	188	62	416	44	308	13	162	26	499	6% 36% 154 1573		1307		12261
5	123	268	107	454	37	255	35	136	130	532	16% 37% 432 1645		3318		10083
10	89	151	77	129	4	70	20	33	37	114	8% 11% 227 497		2828		2837
20	243	90	148	120	63	25	38	31	144	154	23% 10% 636 420		3846		1764
30	201	27	117	43	40	30	39	3	194	72	22% 4% 591 175		2915		572
31+	139	--	236	28	36	11	17	2	241	54	25% 2% 669 95		2669		304
OTAL	804	724	747	1190	224	699	162	367	772	1425	100% 100% 2709 4405		16883		27821
OTAL	% of SB	TOTAL	% of	TOTAL	TOTAL	% of	TOTAL	% of	TOTAL	SB % of	SB % of	SB % of			
wner	Housing	Renter	S. B.	S. B.	Berkeley	Total	Berkeley	Total	Berkeley	Total	Total	Total			
. B.	Total	S. B.	Total	Housing	Owner		Renter		Housing	Berk. Owner	Berk. Renter	Berk. Housing			
704	38%	4405	62%	7109	16883	38%	27821	62%	4704	16%	16%	16%			

## SOURCE:

TABLE: "Occupied Housing Units by Year Householder Moved into Unit"  
1980 U.S. Census Summary Tape File 3A

<sup>1</sup> 1980 unit figures for Tracts 4235 and 4239 are derived from a ratio of units within the Census Blocks that define South Berkeley to total units within the whole Tract.  
66% of all units in Tract 4235 are contained within South Berkeley.  
33% of all units in Tract 4239 are contained within South Berkeley.

TABLE 58

HOME PURCHASE BY DATE AND MORTGAGE STATUS (1970-80)<sup>1</sup>

Tract	Total Reported	Total Mortgaged	Mortgaged 1970-74		Mortgaged 1975-80	
			Number	Percent of Total Mortgaged	Number	Percent of Total Mortgaged
Berkeley	14,053	9,083	2,185	24%	3,466	38%
4233	721	436	61	14%	96	22%
4234	587	333	54	16%	138	41%
4235		I N S U F F I C I E N T   D A T A				
4239	126	85	17	20%	35	41%
4240	605	348	37	11%	103	30%

SOURCE: "Gentrification and Population Change in Berkeley:  
An Analysis of Trends"  
By: Nathan Landau   For: City Manager's Office  
City of Berkeley 7/83

FOOTNOTES: <sup>1</sup> The number of homes reported for tract 4239 is derived from a ratio involving the number of homes within South Berkeley. Tract 4239: 33% of all homes were within the South Berkeley boundaries.

TABLE 59 : POPULATION: HOUSEHOLD SIZE (1970-80)

	<u>Tract Year</u>	<u>Persons Per <sup>1</sup> Household</u>
	33	
	1970	2.57
	1980	2.19
	34	
	1970	2.51
	1980	2.26
	35	
	1970	2.31
	1980	2.15
	39	
	1970	2.17
	1980	2.11
	40	
	1970	2.59
	1980	2.30
City of Berkeley	1970	2.32
	1980	2.11

Footnote: <sup>1</sup>This calculation is based on total Tract figures for all tracts, including 4235 and 4239.

Sources:

Table P-1 "General Characteristics of the Population: 1970"  
1970 Census of Population and Housing PHC (1)-189  
Bureau of the Census

Table: "Population Characteristics" (By Census Tracts)  
1980 U.S. Census Summary Tape File 1A



TABLE 60      INCIDENCE OF CROWDING IN SOUTH BERKELEY (1970-80)<sup>1</sup>

t/Year		Occupied Housing Units With All Plumbing Facilities With 1.01 Person Per Room or More	
		Total South Berkeley Occupied Housing Units	% of Total Units Occupied Housing
1970	80	1399	6%
1980	49	1528	3%
1970	147	1996	7%
1980	105	1937	5%
1970	75	1173	6%
1980	30	923	3%
1970	16	559	3%
1980	13	529	2%
1970	193	2315	8%
1980	117	2197	5%
1970	1950	45655	4%
1980	1428	44704	3%

SOURCE:

TABLE H-1 "Occupancy; Utilitation, & Financial Characteristics of Housing Units: 1970"  
1970 Census Of Population & Housing  
PHC (1)-189 Bureau Of The Census

TABLE H-1 "Occupancy; Utilitation, & Financial Characteristics of Housing Units: 1980"  
1980 Census Of Population & Housing  
PHC 80-2-321 Bureau Of The Census

<sup>1</sup> 1970 & 1980 Unit figures for Tracts 4235 & 4239 are based on a calculation of the number of units contained within the South Berkeley Boundaries.  
1970 & 1980:  
Tract 4235: 66% of all units/structures were within South Berkeley Boundaries.  
Tract 4239: 32% of all units/structures were within South Berkeley Boundaries.  
Note: Because the number of units did not change dramatically between 1970 & 1980, the percentages used are the same.

TABLE 61

TRACT	Block Group	Total Occupied Units	Total Renter Occupied	Total Owner Occupied
4233	1--1	473	183	290
4233	2--2	% OF TOTAL 645	% OF TOTAL 359	% OF TOTAL 286
4233	3--3	IN EACH CAT. 410	IN EACH CAT. 179	IN EACH CAT. 231
Total 4233		21% 1528	16% 721	29% 807
4234	1--4	419	254	165
4234	2--5	341	163	178
4234	3--6	764	526	238
4234	4--7	413	247	166
Total 4234		27% 1937	27% 1190	27% 747
4235	1--8	183	163	20
4235	2--9	128	84	44
4235	3--10	277	168	109
4235	4--11	333	280	54
Total 4235		13% 921	16% 695	8% 226
SB4239	2--12	8% 536	8% 346	.6% 190
4240	1--13	309	190	119
4240	2--14	292	224	68
4240	3--15	356	277	79
4240	4--16	93	81	12
4240	5--17	343	279	64
4240	6--18	122	50	72
4240	7--19	194	54	140
4240	8--20	488	270	218
Total 4240		31% 2197	33% 1425	28% 772
Total South Berkeley		7119	4377	2742
% of South Berkeley Occupied Units		100.0%	61.5%	38.5%
% of Berkeley Occupied Units		100.0%	62.6%	37.4%
City of Berkeley		50295	31477	18818
S.B. % OF TOTAL BERKELEY UNITS		14%	14%	15%

WITHIN EACH CATEGORY

SOURCE: 1980 CENSUS, SUMMARY TAPE FILE 3A

TABLE 62

1

DISTRIBUTION OF RENTER OCCUPIED UNITS BY NUMBER OF BEDROOMS (1986)

TRACT	NUMBER OF BEDROOMS						TOTAL	% OF TOTAL
	0	1	2	3	4	5+		
4233	51	392	225	56	3	0	727	17%
4234	29	502	566	46	36	11	1190	27%
4235	69	283	297	24	21	3	697	16%
4239	25	215	95	25	5	2	367	8%
4240	13	674	610	97	13	18	1425	32%
Total	187	2066	1793	248	78	34	4406	100%
% of Total	4%	47%	41%	6%	2%	.8%	100%	
City of Berkeley	3497	13208	8560	1865	498	199	27827	
% of Total	13%	47%	31%	7%	2%	.7%	100%	
SB % of Tot. Within Ea. Cat.	5%	16%	21%	13%	16%	17%	16%	

SOURCE: "Distribution of Section 8 Rents"  
 Planning and Community Development Department  
 City of Berkeley (7/86)

<sup>1</sup> The unit count for tracts 4235 and 4239 is based on a ratio using 1980 census block unit counts.

Tract 4235: 66% of all units were within South Berkeley

Tract 4239: 32% of all units were within South Berkeley

TABLE 63

## CONTRACT RENTS UNDER RENT CONTROL (1986)

	CENSUS TRACT(S)	NUMBER OF BEDROOMS									
		0		1	(3)	2		3		4	
11	Median	-		640	(3)	-		958	(2)	960	(3)
	Low	-		350		1150		771		700	
	High	-		795		1245		1250		1600	
2	Median	425	(1)	367	(3)	599	(5)	760	(6)	850	(9)
	Low	-		300		466		650		488	
	High	-		410		1450		1800		1220	
3	Median	-		265	(10)	510	(21)	698	(13)	-	(2)
	Low	-		235		240		290		293	
	High	-		367		900		1300		908	
7	Median	244	(15)	306	(62)	407	(56)	500	(10)	597	(3)
	Low	160		145		259		373		550	
	High	278		800		950		1200		1224	
19	Median	164	(9)	222	(37)	353	(61)	482	(3)	-	(2)
	Low	150		150		140		318		490	
	High	290		450		816		530		534	
21	Median	-	(2)	242	(28)	306	(62)	550	(6)	-	
	Low	250		143		122		319		-	
	High	275		360		950		700		-	
22	Median	225	(35)	255	(51)	305	(30)	606	(10)	605	(11)
	Low	168		150		170		325		-	
	High	289		393		675		825		-	



TABLE 63 (CONT.)

## CONTRACT RENTS UNDER RENT CONTROL (cont.)

	CENSUS TRACT(S)	NUMBER OF BEDROOMS									
		0		1		2		3		4	
24	Median	267	(47)	296	(90)	381	(90)	427	(9)	660	(1)
	Low	138		164		189		320		-	
	High	403		494		775		1097		-	
36	Median	288	(79)	336	(168)	452	(149)	519	(14)	700	(5)
	Low	85		150		169		303		497	
	High	408		646		925		850		1277	
40	Median	210	(11)	255	(72)	315	(74)	400	(22)	625	(5)
	Low	95		100		120		123		343	
	High	550		450		714		800		700	

SOURCE: "RENT COMPARABLES"  
 Planning and Community Development Dept.  
 City of Berkeley (7/86)

TABLE 64

DISTRIBUTION OF SECTION 8 UNITS BY NUMBER OF BEDROOMS (1986)<sup>1</sup>

TRACT	0	1	2	3	4	5	TOTAL	% OF TOTAL
4233	6	56	66	11	3	0	142	20%
4234	4	47	123	7	6	0	187	26%
4235	0	10	26	5	0	0	41	6%
4239	0	8	4	1	0	0	13	2%
4240	10	96	180	31	4	2	323	46%
TOTAL	20	217	399	55	13	2	706	100%
% of Total	3%	31%	57%	8%	2%	.2%	100%	
City of Berkeley	52	434	724	130	19	2	1361	
% of Total	4%	32%	53%	10%	1%	-	100%	
SB % of TOT. Within Each Category	38%	50%	55%	42%	68%	100%	52%	

SOURCE: "Distribution Of Section 8 Rents"  
Planning and Community Development Department  
City Of Berkeley (7/86)

<sup>1</sup> The unit count for tracts 4235 and 4239 is based on a ratio using 1980 census block unit counts.

TRACT 4235: 66% of all unit were within South Berkeley  
TRACT 4239: 32% of all unit were within South Berkeley

TABLE 64A

CONTRACT RENTS UNDER RENT CONTROL (1986)<sup>1</sup>

RENT LEVEL	Number of Bedrooms				
	0	1	2	3	4
LOW	149	189	303	379	480
MEDIAN	260	318	403	590	714
HIGH	356	517	940	1035	1066

SOURCE: "Rent Comparables"  
 Planning and Community Development Department  
 City of Berkeley (7/86)

<sup>1</sup> The rents are derived by averaging sample low, median, and high rents selected from tracts 4211, 4212, 4213, 4217, 4219, 4221, 4222, 4224, 4236, 4240.

TABLE 65

DISTRIBUTION OF SECTION 8 RENTS AS A PERCENTAGE  
OF RENTER OCCUPIED UNITS (1986)

Tract	Number of Bedrooms						Total
	0	1	2	3	4	5+	
4233	12%	14%	29%	20%	100%	0	21%
4234	14%	9%	22%	15%	17%	0	20%
4235	0	4%	9%	21%	0	0	6%
4239	0	4%	4%	4%	0	0	4%
4240	77%	14%	30%	32%	31%	50%	23%
City of Berkeley	2%	3%	9%	7%	4%	1%	5%

Source: "Distribution of Section 8 Rents"  
Planning and Community Development Department  
City of Berkeley (7/86)



TABLE 66

CONTRACT RENTS IN SECTION 8 UNITS (1986)<sup>1</sup>

RENT LEVEL	NUMBER OF BEDROOMS <sup>2</sup>			
	1	Rent Controlled As % of Sect. 8 Rent	2	Rent Controlled As % of Sect. 8 Rent
LOW	311	61%	316	96%
MEDIAN	359	89%	416	97%
HIGH	409	126%	491	191%

SOURCE: "Rent Comparables"  
Planning and Community Development Department  
City Of Berkeley (7/86)

<sup>1</sup> the rents are derived by averaging sample low, median, and high rents selected from tracts 4211, 4212, 4213, 4217, 4219, 4221, 4222, 4224, 4236, 4240.

<sup>2</sup> Comparison between section 8 rents and controlled rents for studio, three, and four bedroom units was not done due to the small number of such units within the section 8 program.

TABLE 67

COMPARISON BETWEEN RENT CONTROLLED RENTS AND

SECTION 8 RENTS FOR TRACT 4240 (1986) <sup>1</sup>

Tract 4240 Rent Level	Number of Bedrooms Controlled Sect. 8			1 Bedroom Units Rent Controlled As a % of Sect. 8	Controlled	Section 8	2 Bedroom Units: Rent Ctrl. As a % of Sect. 8	Controlled
	0	1	1		2	2		3 4
LOW	210	255	350	73%	315	390	81%	400 625
MEDIAN	95	100	300	33%	120	300	40%	123 343
HIGH	550	450	400	113%	714	480	149%	800 700

SOURCE: "Rent Comparables"  
Planning and Community Development Department  
City of Berkeley (7/86)

<sup>1</sup> The small number of studio (0) three and four bedroom units in the section 8 program does not allow comparison with controlled rent of units of the same size.

TABLE 68

TENURE BY ETHNICITY (1970-80)<sup>1</sup>

Track/Year	BLACK		WHITE		OTHER <sup>2</sup>								SPANISH ORIGIN <sup>3</sup>		TOTAL	
	Owner	Renter	Owner	Renter	Owner	Renter							Owner	Renter	O	R
4233																
1970	642	529	106	79											748	608
1980	653	592	121	101	30	31	.7%	.4%	.3%	.2%	.6%	.2%	9		822	733
															29%	16%
4234																
1970	563	978	83	247	99	98									646	1225
1980	529	768	119	335									18	33	765	1234
4235																
1970	52	245	101	687											153	932
1980	62	156	116	473	47	69							7	44	232	742
4239																
1970	32	59	75	220											107	279
1980	50	67	102	291	37	-		-		-	-		16		189	374
4240																
1970	658	1,382	96	135											754	1517
% Of Total O/R	27%	30%	4%	3%											31%	33%
1980	649	1,181	98	207	25	37		-	-				20	40	792	1465
Total																
1970	1,947	3,193	461	1,368	-	-	-	-	-	-	-	-				
% Of Total O/R	81%	70%	19%	30%												
1980	1,943	2,764	556	1,407	239	235							63	142		
% Of Total O/R	69%	61%	20%	31%			6%	3%	2%	2%	2%			3%		
Total Owner (S.B.) Year:			Total Renter (S.B.) Year:				9%	5%								
1970	2,408		1970	4,561											2,408	4,561
1980	2,800		1980	4,548											2,800	4,548

TABLE 68 (CONT.)

City of	BLACK		WHITE		OTHER		SPANISH ORIGIN	
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
Berkeley 1970	3,706	6,332	11,052	21,673	1579	3033		
% Of Total O/R	25%	23%	75%	77%				
1980	3,655	5,161	11,649	19,567			257%	1,305
% Of Total O/R	21%	18%	67%	67%	9%	10%	3%	4%
Total Owner (Berkeley)	Total Renter (Berkeley)							
Year: 1970	14,758	Year: 1970		28,005				
1980	17,410	1980		29,096				

SOURCE: Table H-1: "Occupancy, Utilization, and Financial Characteristics of Housing Units: 1970"  
 1970 Census of Population and Housing  
 PHC (1)-189 Bureau of the Census

Table "Occupied Housing Units by Tenure By Race and Spanish Origin of Householder"  
 1980 U.S. Census Summary Tape File 3A

- <sup>1</sup> 1970 and 1980 Figures for Tracts 4235 and 4239 are based on a percentage calculation of the population contained within the South Berkeley boundaries. Applies to this and all subsequent tables, unless otherwise noted.

1970:

Tract 4235 = 67% of all persons lived within the South Berkeley border.

Tract 4239 = 23% of all persons lived within the South Berkeley border.

1980:

Tract 4235 = 66% of all persons lived in South Berkeley.

Tract 4239 = 33% of all persons lived in South Berkeley.

- <sup>2</sup> 1970 Data is unavailable for the other category which includes: Indians, Asian, and other ethnic groups.

- <sup>3</sup> The category "Spanish Origin" may include individuals from the other ethnic categories, resulting in an inflated count of owners and renters.



TABLE 69

SOUTH BERKELEY MORTGAGE PAYMENT AS A PERCENTAGE OF INCOME (1980) <sup>1</sup>

Tract	1986 \$'s <sup>4</sup>	\$6,600	# of Units W/	\$13,200	# of Units w/	\$19,800	# of Units w/	\$26,399	# of Units w/	\$26,399	Total
	# of Units w/ Under 25% <sup>5</sup>	\$5,000/yrly. Over 25%		\$10,000/yrly. Over 25%		\$15,000/yrly. Over 25%		\$20,000/yrly. Over 25%		\$20,000+/yrly over 25%	
4233	36	86	32	69	77	29	89	36	215	11	680
4234	33	104	61	32	64	7	62	28	177	19	587
4235	0	5	12	9	20	5	16	10	66	12	155
4239	0	27	12	20	13	5	8	0	60	3	148
4240	34	87	94	53	73	18	65	142	33	6	605
Total	103	309	211	183	247	64	248	107	665	51	2175
No Data		12		0		0	0		0		552 <sup>2</sup>
City of Berkeley	235	793	741	673	1005	413	1091	430	7296	1105	13957 <sup>3</sup>
No Data		91		0		0	0		0		

SOURCE: "Mortgage Payment As A Percentage of Income" (By Census Block) 1980 U.S. Census Summary Tape File 3A

- <sup>1</sup> The total unit count is based on the 1980 "TOTAL OWNER OCCUPIED" unit count done on a Census Block basis.
- <sup>2</sup> Includes 543 units not listed.
- <sup>3</sup> Includes 2835 units not listed.
- <sup>4</sup> The 1986 \$'s are derived from a ratio involving the Consumer Price Index (CPI):  
1980 CPI= 248.8      8/86 CPI= 328.6      1980 \$'s are multiplied by 1.32 to make them comparable with 1986 \$'s
- <sup>5</sup> "Under 25%"= Number of units that spent less than 25% of their income on mortgage payments.  
"Over 25%"= Number of units that spent 25% or more of their income on mortgage payments.

TABLE 70

SOUTH BEKELEY RENT AS A PERCENTAGE OF INCOME (1980) <sup>1</sup>

Tract	1986 \$'s <sup>4</sup>	\$6,600		\$13,200		\$19,800		\$26,399		\$26,399	Total
	# of Units w/ Under 25% <sup>5</sup>	\$5,000/yrly. Over 25%	# of Units W/ Under 25%	\$10,000/yrly. Over 25%	# of Units w/ Under 25%	\$15,000/yrly. Over 25%	# of Units w/ Under 25%	\$20,000/yrly. Over 25%	# of Units w/\$20,000+/yrly Under 25%	over 25%	
4233	37	213	49	157	54	16	91	0	87	4	
4234	0	237	73	211	160	120	126	3	202	5	1,137
4235	32	111	25	128	65	79	62	114	25	8	649
4239	0	98	20	65	41	19	39	4	53	0	339
4240	7	428	83	239	150	97	117	23	215	0	1,357
Total	76	1,087	250	800	470	331	435	55	671	17	4,192
No Data		45		13		0		11		0	190 <sup>2</sup>
City of Berkeley	192	6,302	959	5,771	2,540	2,400	2,570	837	4,513	443	23,966
No Data		881		86		45		129		0	3,855 <sup>3</sup>

SOURCE: "Rent As A Percentage of Income" (By Census Block) 1980 U.S. Census Summary Tape File 3A

<sup>1</sup> The total unit count is based on the 1980 "TOTAL RENTER OCCUPIED" unit count done on a Census Block basis.

<sup>2</sup> Includes 21 units not listed.

<sup>3</sup> Includes 2,714 units not listed

<sup>4</sup> The 1986 \$'s are derived from a ratio involving the Consumer Price Index (CPI):

1980 CPI= 248.8      8/86 CPI= 328.6      1980 \$'s are multiplied by 1.32 to make them comparable with 1986 \$'s

<sup>5</sup> "Under 25%"= Number of units that spent less than 25% of their income on mortgage payments.

"Over 25%"= Number of units that spent 25% or more of their income on mortgage payments.

TABLE 71

ASSOCIATION OF BAY AREA GOVERNMENTS (ABAG) PROJECTIONS (1980-2005)<sup>1</sup>

Census Tract	P o p u l a t i o n <sup>3</sup>						H o u s e h o l d s					
	1980	1985	1990	1995	2000	2005	1980	1985	1990	1995	2000	2005
4233	3,325	3,404	3,341	3,279	3,267	3,227	1,528	1,551	1,558	1,560	1,549	1,554
4234	4,359	4,463	4,380	4,298	4,285	4,232	1,937	1,967	1,973	1,977	1,962	1,968
<sup>2</sup> 4235	1,893	1,903	1,882	1,883	1,841	1,838	923	929	941	950	943	950
4239	1,114	1,119	1,106	1,106	1,082	1,079	529	533	540	545	541	545
4240	4,947	5,070	4,975	4,886	4,874	4,839	2,197	2,230	2,238	2,242	2,617	2,625
City of Berkeley	94,343	95,832	94,389	93,685	92,443	91,975	44,704	45,237	45,672	46,176	46,497	46,746
Alameda County	1,077,339	1,144,538	1,205,228	1,272,623	1,321,384	1,363,751	426,092	451,635	480,723	514,254	543,163	566,126
S.B. Total	15,638	15,959	15,684	15,452	15,349	15,215	7,114	7,210	7,214	7,274	7,612	7,642
S.B. % of Berkeley's Total	17%	17%	17%	16%	17%	17%	16%	16%	16%	16%	16%	17%

ASSOCIATION OF BAY AREA GOVERNMENTS (ABAG) PROJECTIONS (1980 - 2005)<sup>1</sup> (Cont.)

Census Tract	Mean Household Income (In 1979 \$)						Available Residential Acres		Developed Acres					
	1980	1985	1990	1995	2000	2005	1980-1990	Post 1990	1980	1985	1990	1995	2000	2005
4233	13,436	14,000	14,500	14,700	15,300	16,000	0	0	105	105	105	105	105	105
4234	14,018	14,600	15,100	15,300	15,900	16,600	0	0	118	118	118	118	118	118
4235	15,896	16,500	17,000	17,100	17,800	18,500	0	0	69	69	69	69	69	69
4239	15,896	16,500	17,000	17,100	17,800	18,500	0	0	104	104	104	104	104	104
4240	12,420	12,900	13,300	13,500	14,500	14,400	17	0	115	115	115	115	115	115
City of Berkeley	18,966	19,583	20,245	20,494	21,283	22,167	27	0	2,910	2,910	2,911	2,911	2,911	2,912
Alameda County	21,780	22,677	23,693	24,312	25,619	26,767	17,324	7,741	46,094	48,192	5,117	54,687	57,440	59,642
(Aver)	14,333	14,900	15,380	15,540	16,260	16,800								
S.B. % of														
S.B. % of Berkeley's Total	76%	76%	76%	76%	76%	76%		SOURCE: Association of Bay Area Governments (ABAG) 1985).						

SOURCE: Association of Bay Area Governments (ABAG) 1985).

FOOTNOTES:<sup>1</sup>Definitions:

- A. Available Acres: Land available for development as defined by local development policies, including both vacant and redeveloped acres. The 1980-1990 land supply corresponds to unconstrained land in that local policies and public services (especially sewer and water) support its development. The post -1990 land supply generally represents land that is precluded from being available for development before 1990 by local policies and/or lack of sufficient public services.



ASSOCIATION OF BAY AREA GOVERNMENTS (ABAG) PROJECTIONS (1980 - 2005)<sup>1</sup>

## Footnotes:

- 1) Residential acres: Land planned for residential use at densities greater than one unit per 10 acres. The land estimate is "gross acres" and may include land to be devoted to streets and, in many cases, open space and/or recreational use.  
  
B. Developed Acres: Land occupied by housing units and other structures or buildings.
- 1) Residential Acres: Land developed with single-family and/or multiple-family housing units, including mobile home parks and excluding local and other streets.
2. Household Population/Household figures for Tracts 4235 + 4239 are based on a ratio derived from the 1980 Census Block count for the South Berkeley area. Tract: 66% of all persons + households were located within South Berkeley.  
  
Tract: 33% of all persons + 32% of all households were located within South Berkeley.
3. Household population refers to the total population minus the group quarters population.  
Group quarters includes dorms, prisons, convalescent homes.

TABLE 72

BERKELEY'S PROJECTED HOUSING NEED BY INCOME LEVEL (1980-1990)

		1979 \$s
<u>Income Level:</u>	<sup>1</sup>	
	483 Very low income	<10,304
	274 Low income	10,305 - 16,486
	306 Moderate income	16,487 - 24,728
	548 Above moderate income	>24,728
<u>Total:</u>		<u>1611 units</u>

SOURCE:

ABAG Regional Housing Need Assignments (1983)

- <sup>1</sup> The income levels are derived from the 1979 Median Household Income for the nine county region: \$20,607

TABLE 73

PROJECTED HOUSING DEMAND DUE TO DEVELOPMENT ALONG SOUTH  
BERKELEY'S MAJOR COMMERCIAL CORRIDORS (10/86)

Commercial Corridor	Scenarios <sup>1</sup>		Residential	Subsidized Housing <sup>7</sup> Units Required by City for Type/Size of Development			Housing Demand Generated by Commercial Development (Number of Households)
	All Office/ Retail						
	Square Feet			# of Units			
	Office	Retail		50% Med	80% Med	Total	
Adeline Street (No Bart Dev.)							
Scenario 1 <sup>2</sup>	41,900	41,900	0	6	11	17	42
Scenario 2 <sup>3</sup>	20,000	41,000	27	4	8	12	27
Sacramento Street							
Scenario 1 <sup>4</sup>	38,800	38,800	0	5	11	16	38
Scenario 2 <sup>5</sup>	18,350	38,000	25	4	8	12	25
BART Dev.							
Scenario 1 <sup>6</sup>	80,000	4,500	125	6	12	18	55

Source: South Berkeley Development Scenarios

Prepared by: Office of Economic Development  
City of Berkeley (2/87)

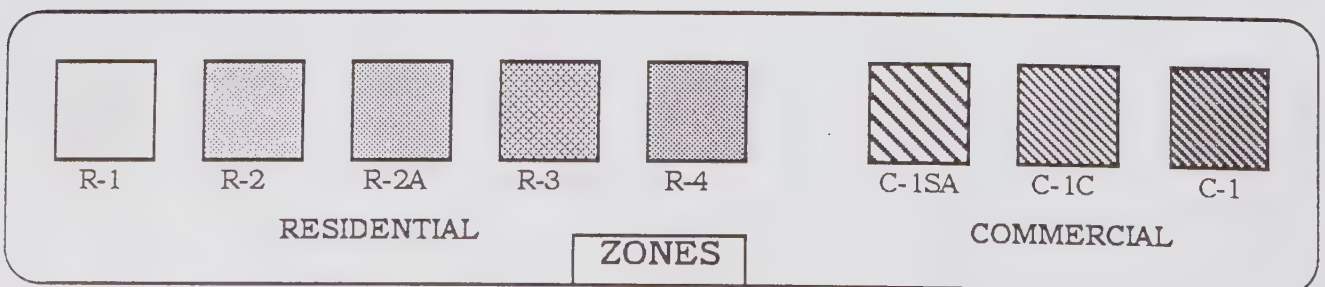
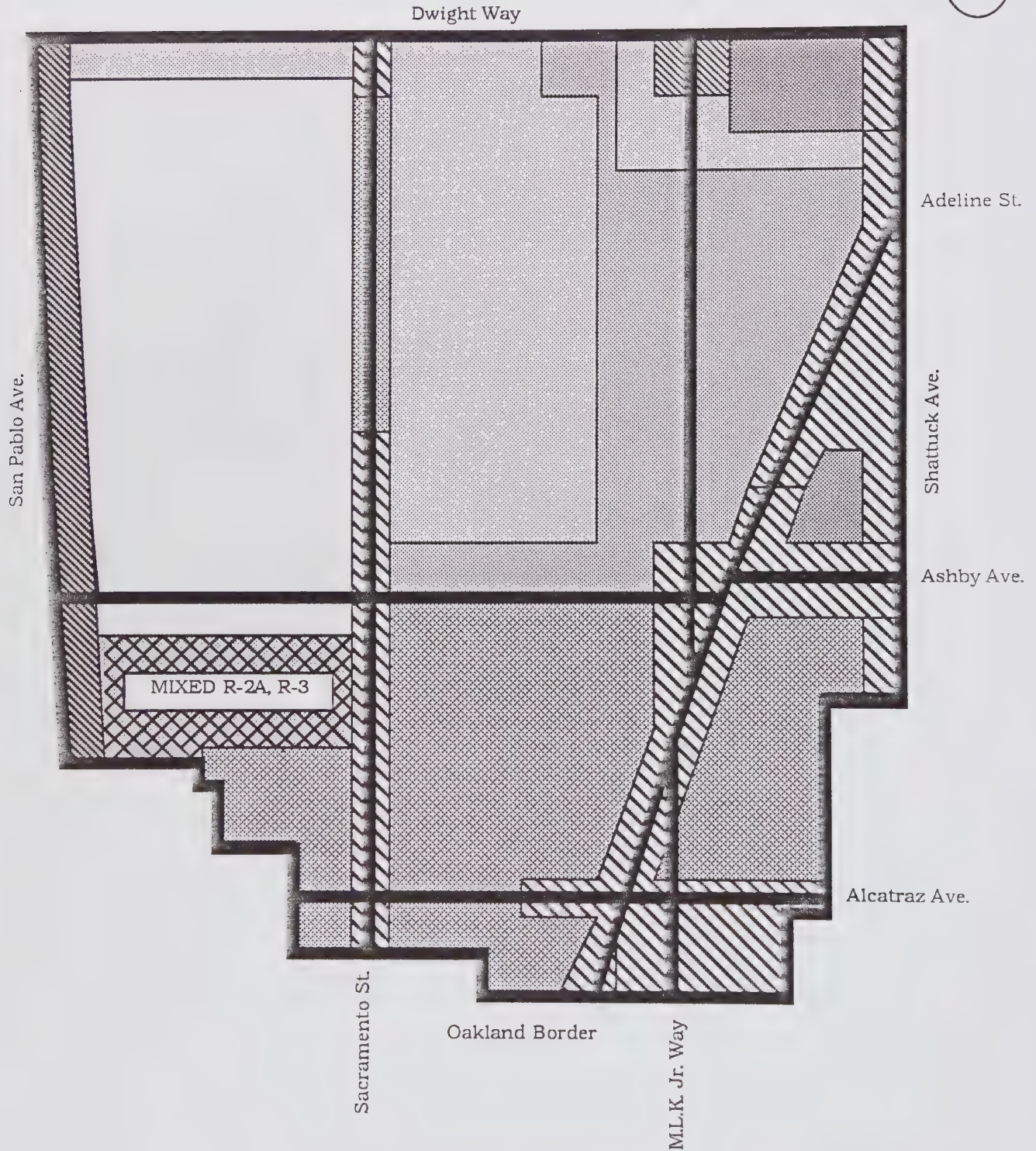
## Footnotes:

1. Each scenario is based upon projected development on existing vacant lots in vacant buildings along two major commercial corridors (Adeline Street, Sacramento Street). The individual projects include five (5) sites on Adeline Street, six (6) sites on Sacramento Street, and the Ashby Bart Station.
2. This scenario assumes a 50% split between office and retail, with office on the second floor and retail on the first floor. No housing development is assumed.
3. This scenario assumes residential development on the second floor. The first floor is 67% retail + 33% office. The housing demand generated by the commercial activity is satisfied.
4. Footnote 2 applies in this case.
5. This scenario assumes residential development on the second floor. The first floor is 67% retail and 13% office. The housing demand generated by the commercial activity is satisfied.
6. Out of the 125 housing units constructed, 55 satisfy the housing demand created by commercial construction. Of these 55 units, 13 should be market rate. The 70 remaining units can be divided between very low income, low income, and market rate in whatever proportion we choose.
7. Housing units identified in this category are based on projected negotiated affordable units required of commercial developers. There is currently no ordinance in effect that mandates this requirement.



# Map 4: South Berkeley Zoning

(1937)



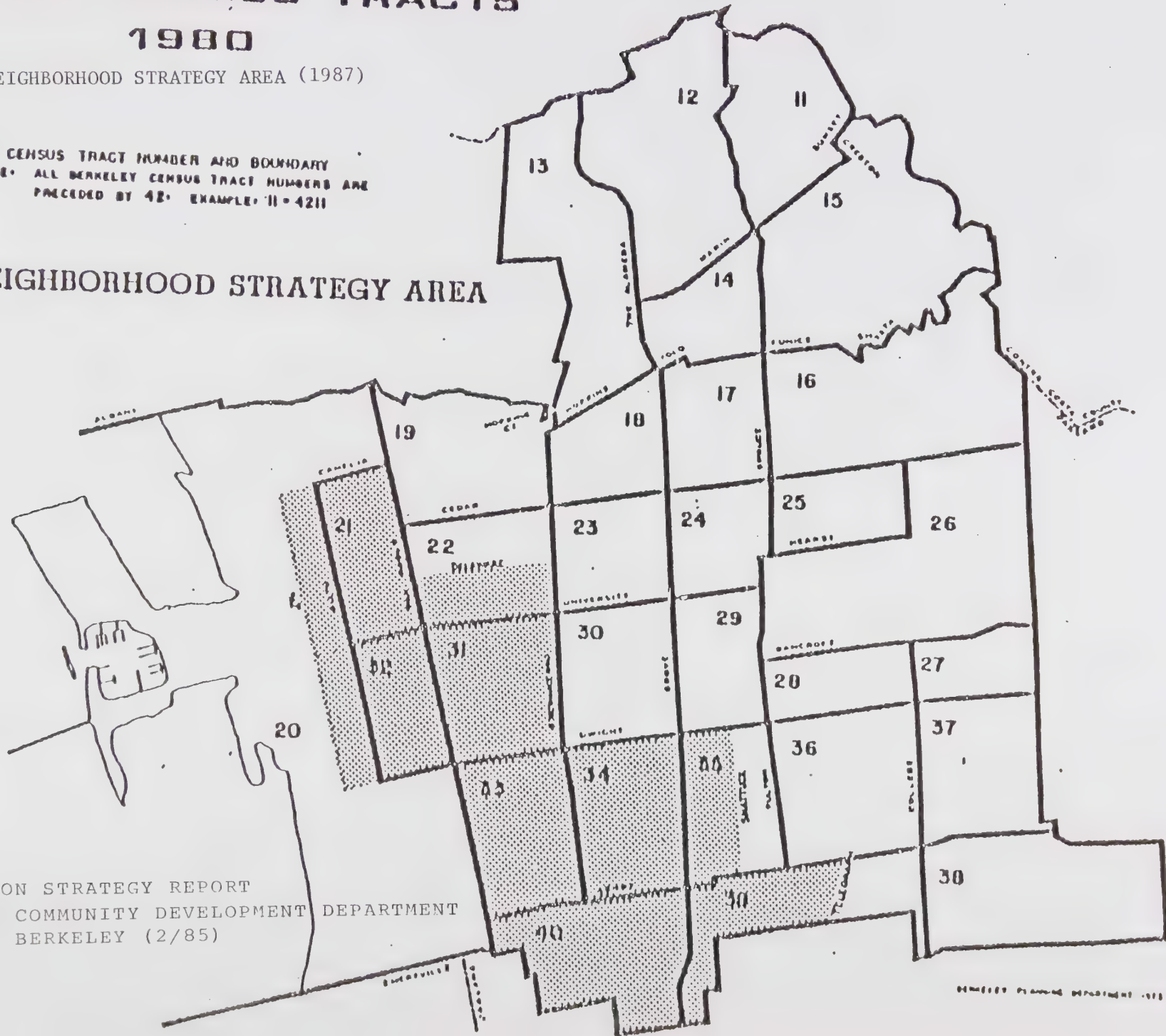
Note: Map not drawn to scale.

# BERKELEY CENSUS TRACTS 1980

MAP 5: NEIGHBORHOOD STRATEGY AREA (1987)

**11** 1980 CENSUS TRACT NUMBER AND BOUNDARY  
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDED BY 42. EXAMPLE: 11 = 4211

 NEIGHBORHOOD STRATEGY AREA



SOURCE:

HOUSING ACTION STRATEGY REPORT  
PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT  
CITY OF BERKELEY (2/85)

BERKELEY PLANNING DEPARTMENT 1985



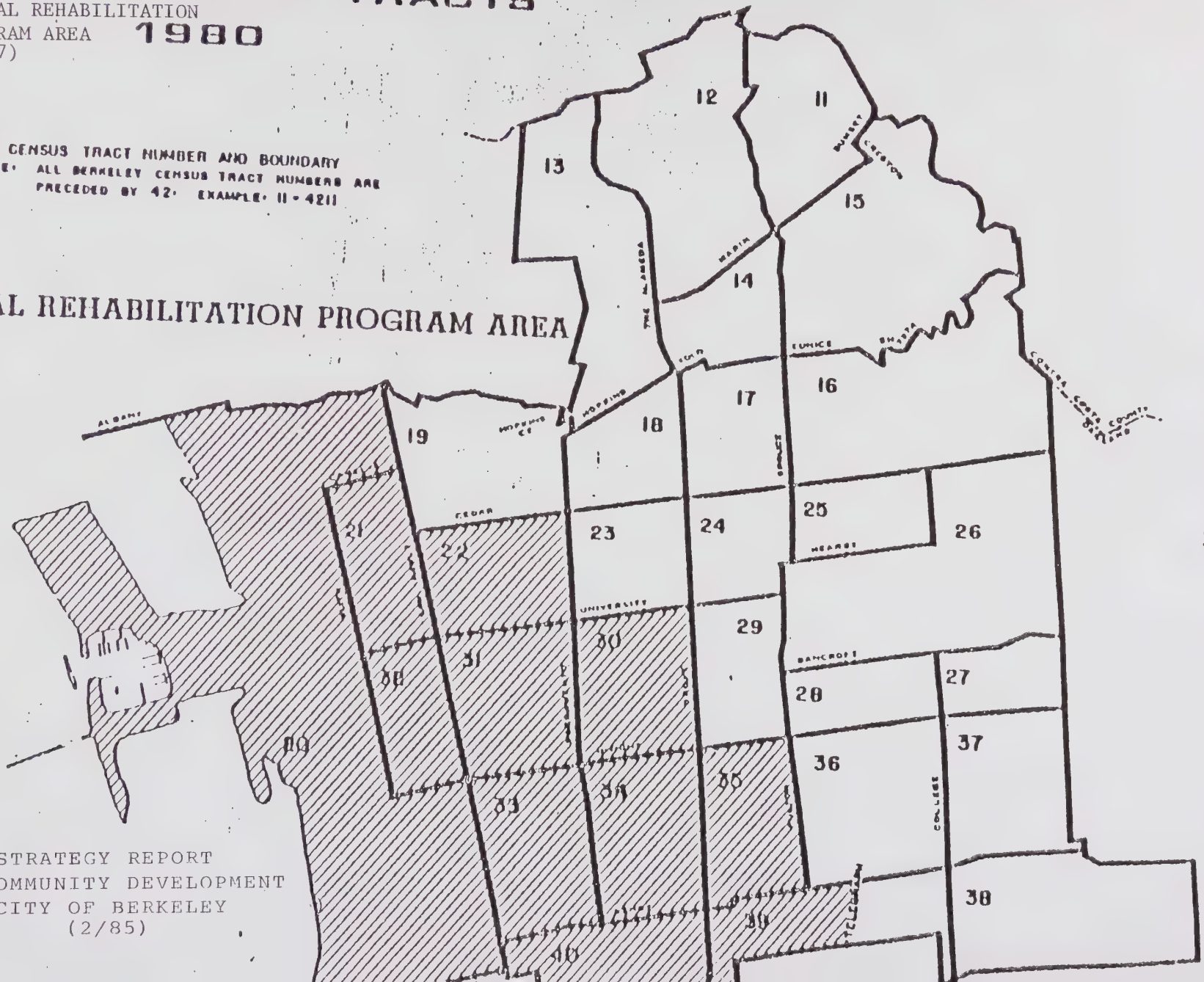
# BERKELEY CENSUS TRACTS

MAP 6: RENTAL REHABILITATION

PROGRAM AREA 1980  
(1987)

11 1980 CENSUS TRACT NUMBER AND BOUNDARY  
NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDED BY 42. EXAMPLE: 11-4211

 RENTAL REHABILITATION PROGRAM AREA



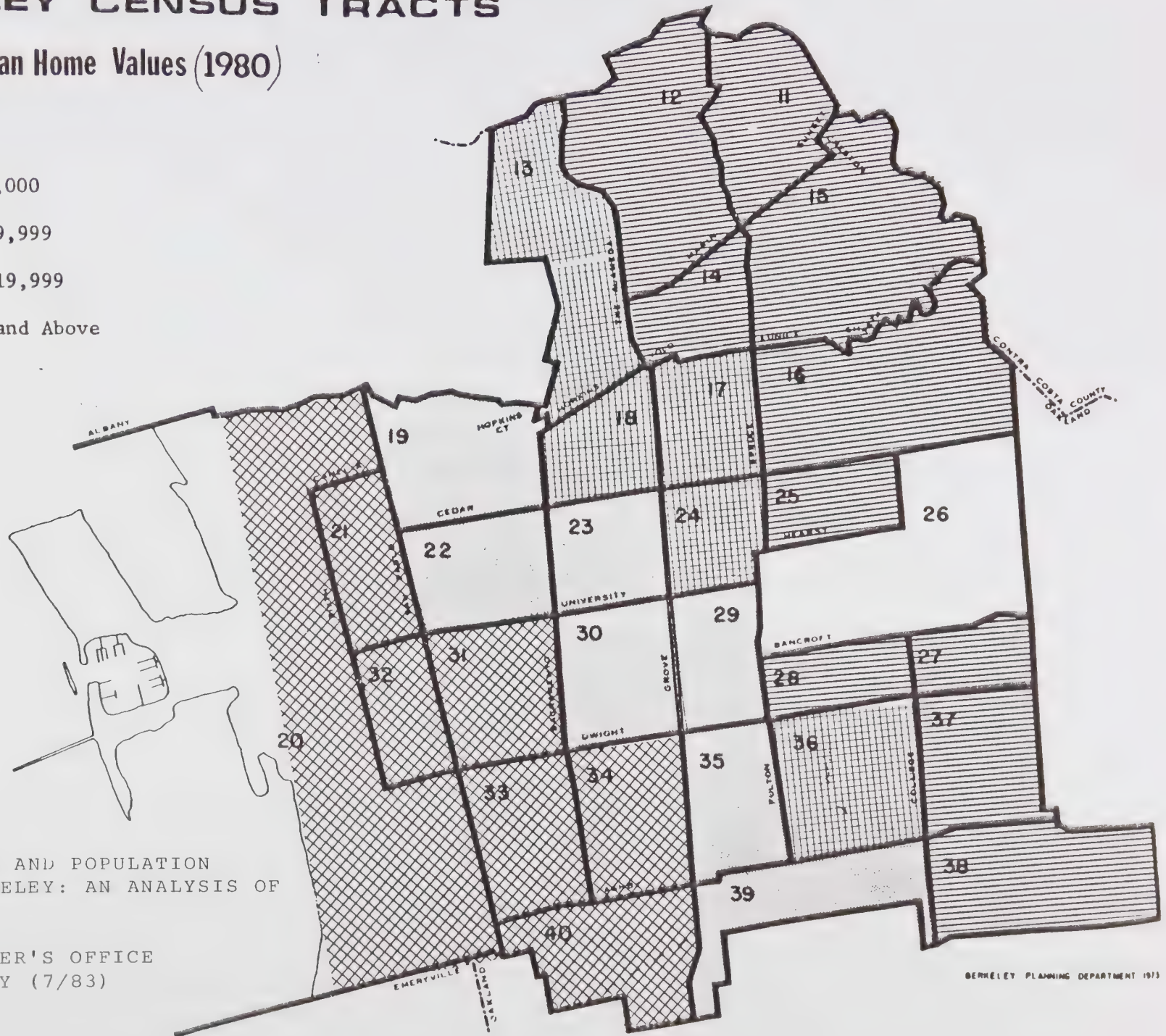
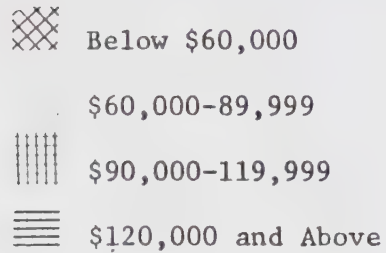
208

## SOURCE:

HOUSING ACTION STRATEGY REPORT  
PLANNING AND COMMUNITY DEVELOPMENT  
DEPARTMENT, CITY OF BERKELEY  
(2/85)

# BERKELEY CENSUS TRACTS

## MAP 7: Median Home Values (1980)



### SOURCE:

"GENTRIFICATION AND POPULATION  
CHANGE IN BERKELEY: AN ANALYSIS OF  
TRENDS"

BY: N. LANDAU

FOR: CITY MANAGER'S OFFICE  
CITY OF BERKELEY (7/83)

BERKELEY PLANNING DEPARTMENT 1973



# BERKELEY CENSUS TRACTS

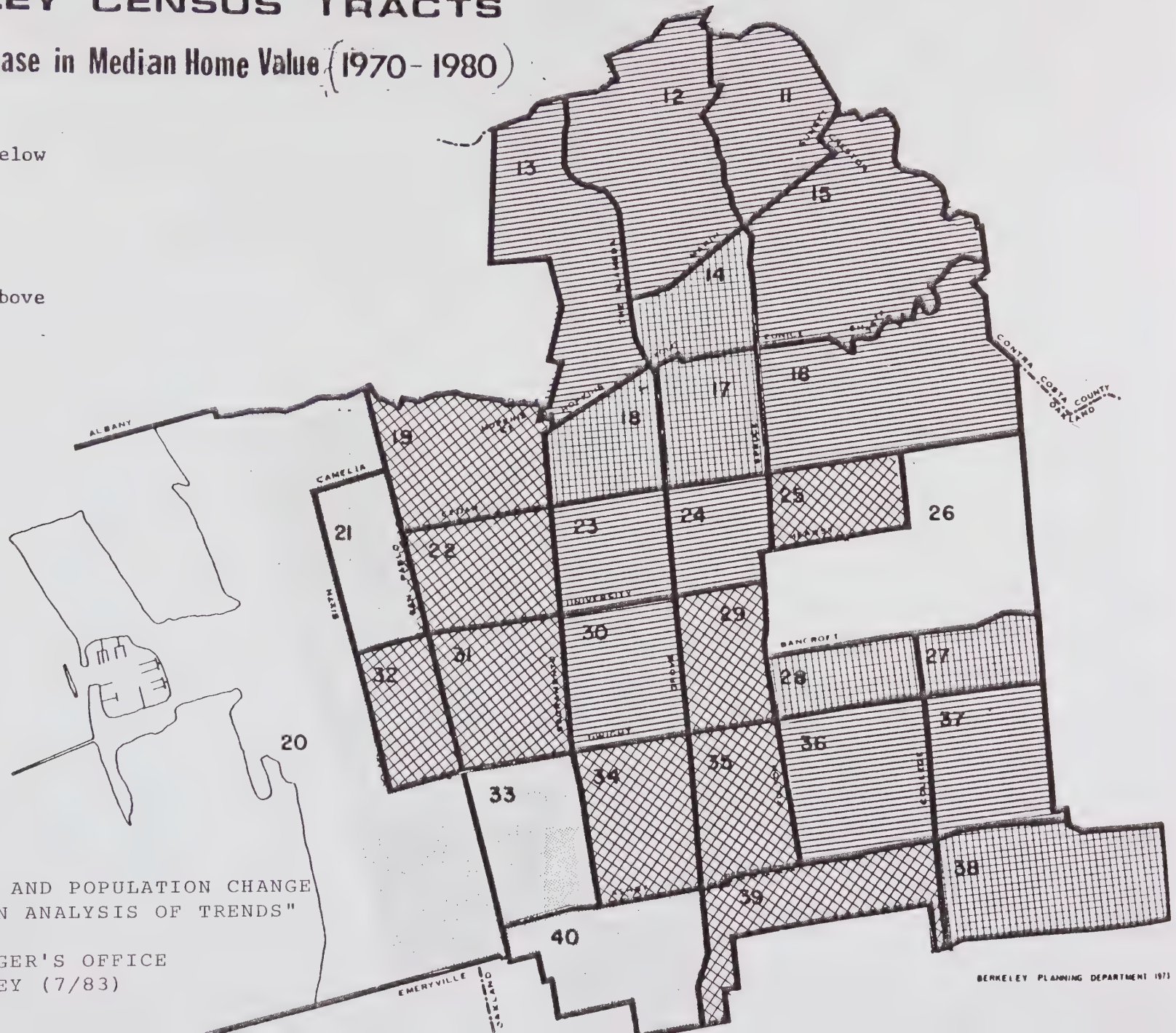
## MAP 8 : Increase in Median Home Value (1970-1980)

199% and Below

200-249%

250-299%

300% and Above



### SOURCE:

"GENTRIFICATION AND POPULATION CHANGE  
IN BERKELEY: AN ANALYSIS OF TRENDS"  
BY: N. LANDAU  
FOR: CITY MANAGER'S OFFICE  
CITY OF BERKELEY (7/83)

# BERKELEY CENSUS TRACTS

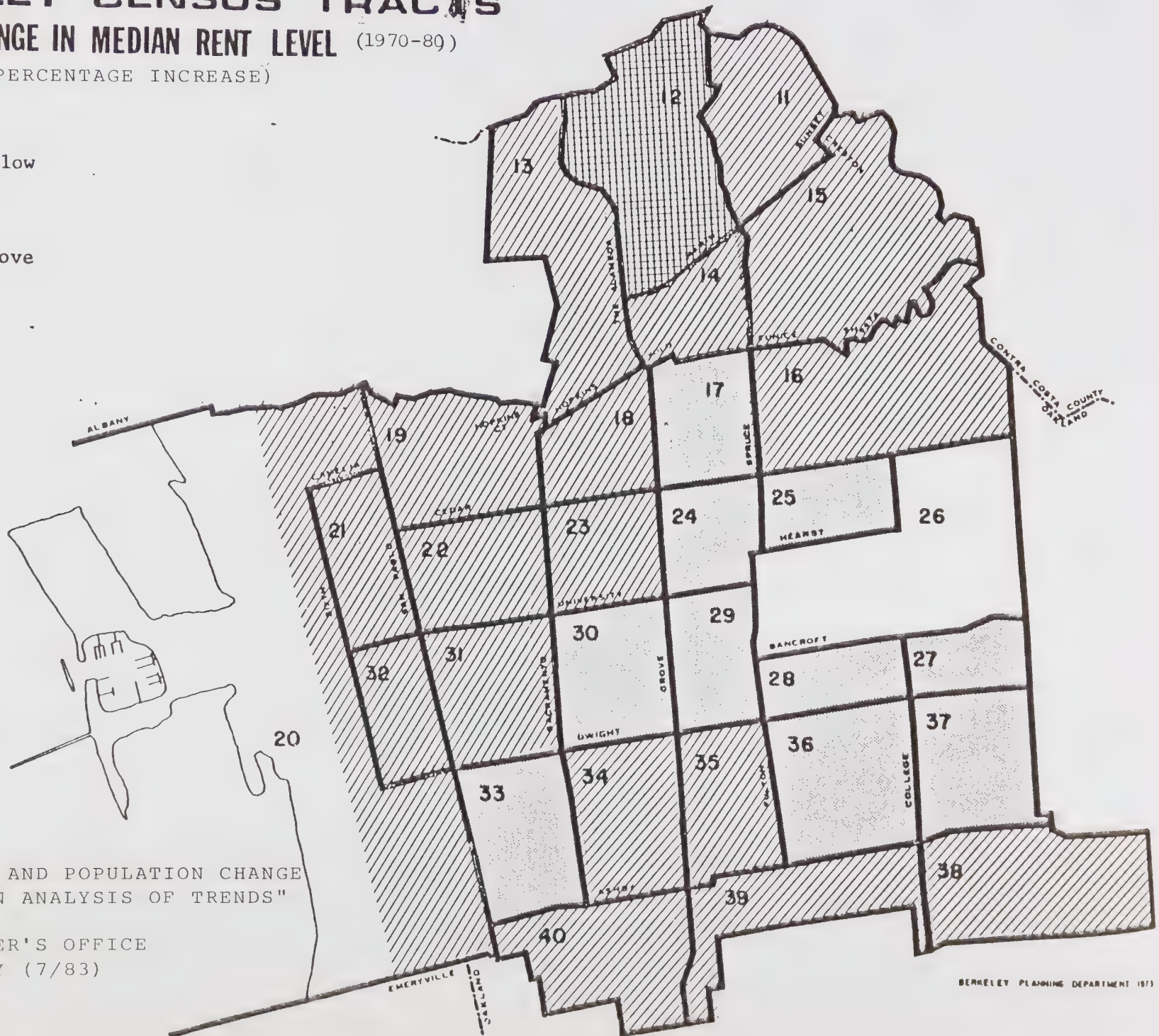
## MAP 9 — CHANGE IN MEDIAN RENT LEVEL (1970-80)

(PERCENTAGE INCREASE)

||||| 49% and Below

50-74%

/// 75% and Above



### SOURCE:

"GENTRIFICATION AND POPULATION CHANGE  
IN BERKELEY: AN ANALYSIS OF TRENDS"





BY: N. LANDAU

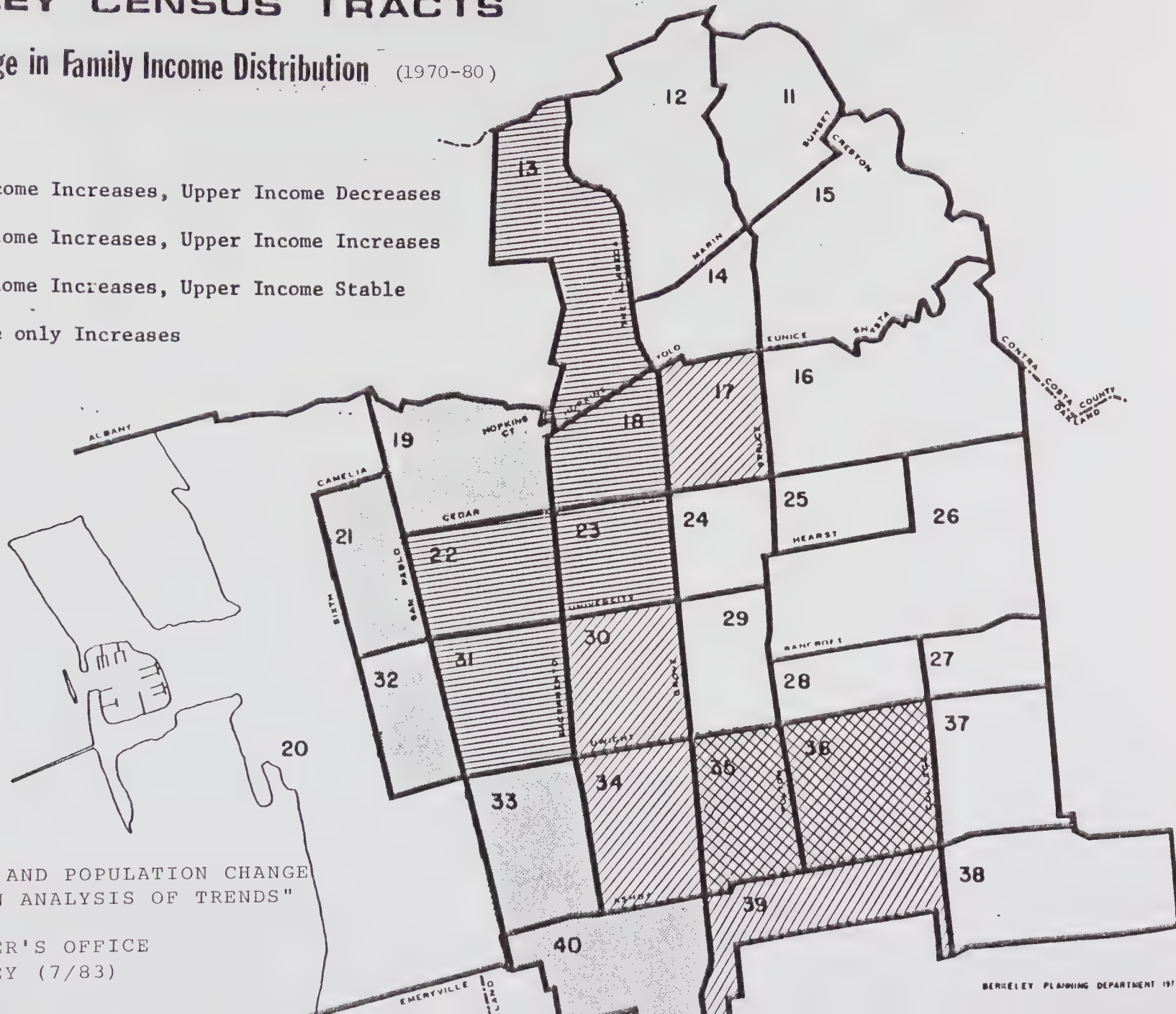
FOR: CITY MANAGER'S OFFICE  
CITY OF BERKELEY (7/83)



# BERKELEY CENSUS TRACTS

## MAP 10: Change in Family Income Distribution (1970-80)

-  Very Low Income Increases, Upper Income Decreases
-  Very Low Income Increases, Upper Income Increases
-  Very Low Income Increases, Upper Income Stable
-  Upper Income only Increases



### SOURCE:

"GENTRIFICATION AND POPULATION CHANGE  
IN BERKELEY: AN ANALYSIS OF TRENDS"

BY: N. LANDAU

FOR: CITY MANAGER'S OFFICE  
CITY OF BERKELEY (7/83)

# BERKELEY CENSUS TRACTS

MAP 11: DISTRIBUTION OF **1980**  
RENTER OCCUPIED UNITS (1980)

**11**

1980 CENSUS TRACT NUMBER AND BOUNDARY

NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
PRECEDED BY 42. EXAMPLE: 11 = 4211

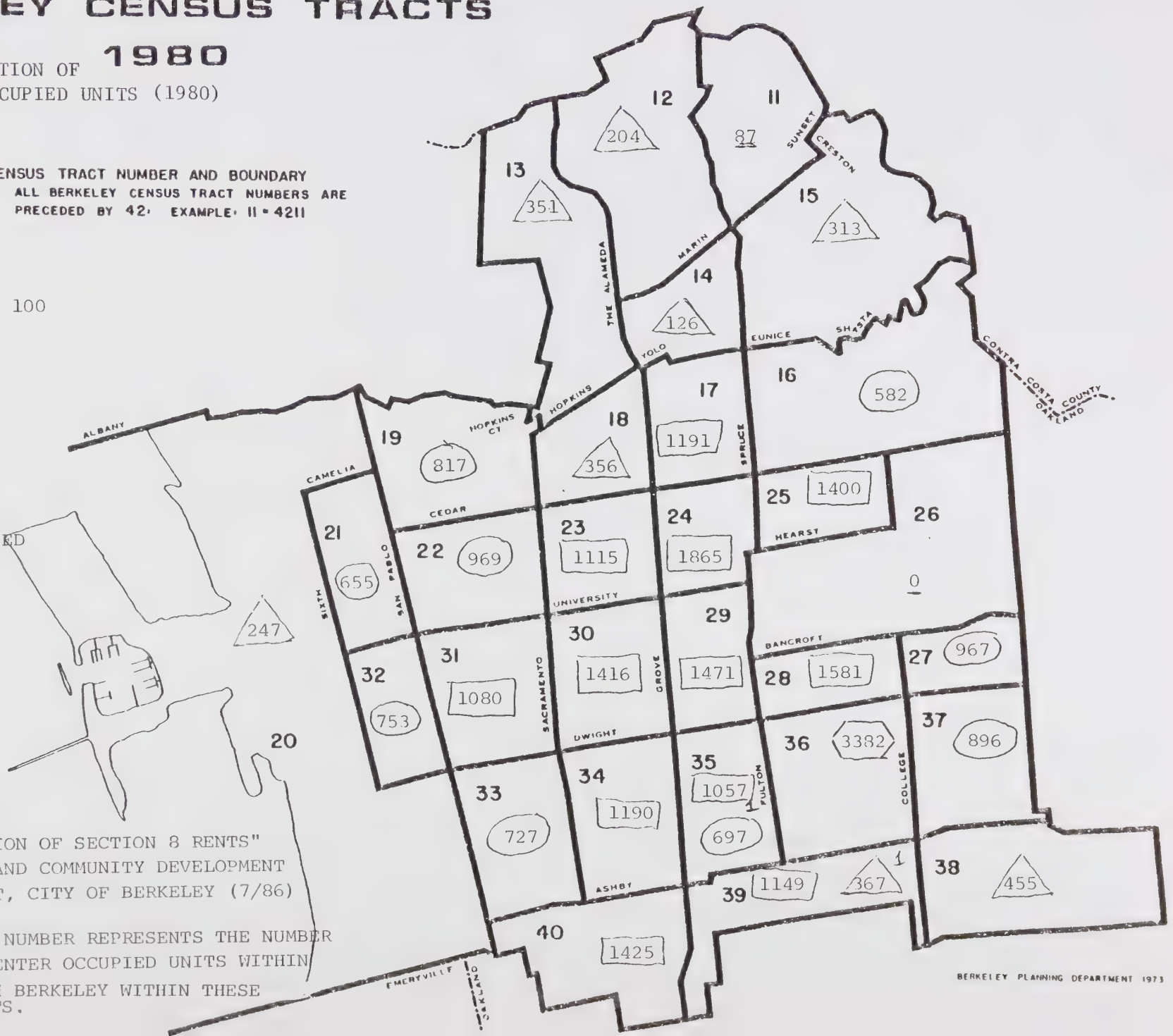
## LEGEND:

- • LESS THAN 100
- △ • 100-499
- : 500-999
- : 1000-2000
- ⬡ : 3382

TOTAL RENTER OCCUPIED  
UNITS: 27,827

SOURCE: "DISTRIBUTION OF SECTION 8 RENTS"  
PLANNING AND COMMUNITY DEVELOPMENT  
DEPARTMENT, CITY OF BERKELEY (7/86)

FOOTNOTES: 1: THIS NUMBER REPRESENTS THE NUMBER  
OF RENTER OCCUPIED UNITS WITHIN  
SOUTH BERKELEY WITHIN THESE  
TRACTS.





## MAP 12 : DISTRIBUTION OF SECTION 8 UNITS (1980)

LEGEND :

: 20 OR FEWER

$\Delta$  : 30-65

○ : 80-100

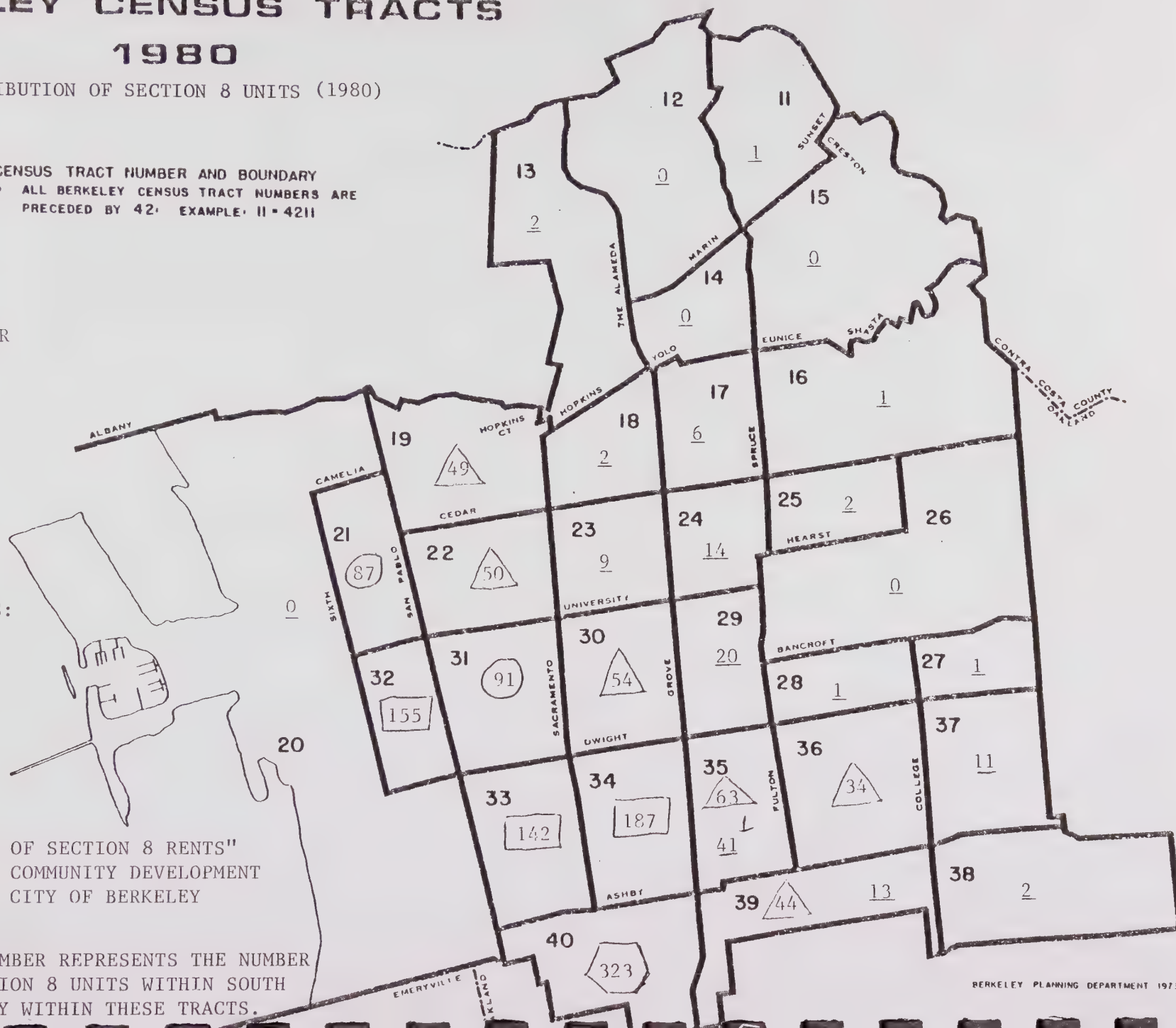
                    : 140-200

214 : 323

TOTAL SECTION 8 UNITS:  
1361

SOURCE: "DISTRIBUTION OF SECTION 8 RENTS"  
PLANNING AND COMMUNITY DEVELOPMENT  
DEPARTMENT, CITY OF BERKELEY  
(7/86)

FOOTNOTES: 1: THIS NUMBER REPRESENTS THE NUMBER OF SECTION 8 UNITS WITHIN SOUTH BERKELEY WITHIN THESE TRACTS.



# Land Use Element



## SOUTH BERKELEY LAND USE ELEMENT

### I. INTRODUCTION

The South Berkeley planning area is defined by Dwight Way to the north, Shattuck Avenue to the east, the Berkeley/Oakland border to the south, and San Pablo Avenue to the west. This element examines existing land uses in South Berkeley, including: residential use; commercial use; mixed use (mixed commercial and residential); transitional land use: vacant lots and buildings, properties for sale; public institutional use; open space/recreation use; potential land use conflicts.

### II. SUMMARY OF FINDINGS

The primary land use in South Berkeley is residential. Single family dwellings predominate in residential areas, while commercial uses are concentrated along four commercial corridors: Shattuck Avenue, Adeline Street, Sacramento Street, and San Pablo Avenue.

The South Berkeley community faces a number of land use issues. Residents have indicated a need for improved locally serving businesses, and support for regionally serving businesses. There is currently a lack of neighborhood serving businesses such as a large grocery store, bakeries, clothing stores, and other essential goods and service providers.

Business development along the major commercial corridors in South Berkeley is in a state of flux. Adeline Street has experienced recent commercial growth, particularly near the intersection of Adeline Street and Alcatraz Avenue. The portion of Shattuck Avenue between Dwight Way and Derby Street will be undergoing significant use changes in the near future due to the anticipated relocation of existing auto services.

Sacramento Street between Ashby Avenue and Alcatraz Street has been designated a target area for City revitalization efforts. The west side of the street for several blocks has been redesigned for residential use. Large parcels along San Pablo Avenue are in the process of being converted from heavy industrial use to light industrial, office, or commercial uses.

There is concern among South Berkeley residents that business expansion in the community will bring about increased auto congestion and parking problems. There are a number of vacant lots and buildings as well as underutilized or marginal commercial spaces in South Berkeley. Many of these occur along major commercial corridors and act as an eyesore as well as a deterrent to business development. Vacant residential units are a potential source of much needed housing.

A primary residential land use concern is the retention and development of affordable and low income housing in South Berkeley. There are a number of attractive and well maintained residential clusters in the community. There are large vacant lots situated in heavily residential areas that could be used for the development of low income housing.



### III. EXISTING LAND USE CONTROLS

The majority of South Berkeley is zoned for residential use. A portion of the northwest corner is zoned R-1, which permits only single family residential uses. Most of the northeast section of South Berkeley is zoned R-2, which permits restricted two family residential uses. Smaller areas of the community, including a section of Martin Luther King Junior Way, are zoned R-2A, which allows for the lowest density of multifamily residential uses. The largest portion of the neighborhood is zoned R-3, which defines a multiple family residential use district. Approximately two square blocks of South Berkeley are zoned R-4, including a section of Martin Luther King Junior Way, which allows for high density multifamily residential uses.

All of San Pablo Avenue is zoned C-1, which permits general commercial uses and all residential uses permitted in the R districts. Two blocks of Martin Luther King Junior Way at Dwight Way are zoned C-1C. This zone is a neighborhood commercial district that permits convenience goods and services that serve the residents of the immediate area. Residential uses are also permitted. Shattuck Avenue from Durant Avenue to the Berkeley/Oakland border, Sacramento Street from Channing Way to the border, and Alcatraz Avenue from California Street to the border are zoned C-1(SA). The length of Adeline Street and Martin Luther King Junior Way from Ashby Avenue to its termination at Adeline Street are also zoned C-1(SA).

The C-1(SA) zone encourages appropriate neighborhood and regional serving businesses, particularly mixed use development (residential/retail/office). This zone also permits residential uses allowed in the R districts, and unlike the other commercial zones which require a use permit for all residential development, allows mixed use development without a use permit if the building is no larger than 5,000 square feet. (See Map 4, Housing Element)

### IV. LAND USE CHARACTERISTICS AND ISSUES

#### A. Methodology

This section identifies current land uses in South Berkeley at the Census Block and Tract level. Housing data was taken from the 1985 Housing Stock Changes Report compiled by the City of Berkeley. The general residential mix throughout South Berkeley was determined by means of a Land Use Survey conducted during the summer of 1986.

The Land Use Survey also collected data regarding commercial and mixed use development, vacant land and buildings, public institutional uses, and open space/recreation uses in South Berkeley. The information was gathered at an assessor block level by means of an exhaustive walking survey of land uses in the neighborhood. This survey data was then correlated to street addresses and parcel information compiled by the County Assessor Office. The survey also noted the conditions of different land uses based on the external appearance of the buildings.

An analysis of residential conditions occurs in the Housing Element of the Area Plan, while commercial conditions are discussed in the Economic

Development Element of the Plan. There is a discussion of the condition of residential and commercial buildings that are vacant or for sale in the Land Use Element of the Plan.

Mixed use refers to a combination of residential and commercial uses in one building or on one parcel. These residential and commercial uses are not counted again under the separate categories of residential and commercial uses. Vacant lots and buildings and those for sale, whether originally of residential or commercial use, are considered under a separate category. Potential land use conflicts are also reviewed as a separate category.

## B. Residential Use

### Summary of findings:

- \* most South Berkeley residents occupy single family dwellings
- \* two thirds of the South Berkeley community is zoned for multifamily dwellings
- \* the greatest concentration of both single family and multifamily dwellings occurs in neighborhoods on either side of Sacramento Street

Single family homes in South Berkeley represent more than six times the number of the next largest category, that of duplexes. Buildings consisting of four units are the third largest residential group, followed by triplexes and structures with five or more units. (See Table 1)

The largest number of single family homes occurs in the northwest section of South Berkeley in the area bounded by Dwight Way, Sacramento Street, Ashby Avenue, and San Pablo Avenue. The majority of duplexes occurs in the middle of the neighborhood and in a small southeast portion of the area.

Most buildings with five or more units are located along a central corridor of the South Berkeley community. Fourplexes are concentrated in four areas along the western side of the community and in the southeast portion of the area. Triplexes are clustered in only two locations, both of them in central portions of South Berkeley.

The heaviest concentration of both single family homes and multifamily units occurs in two adjacent areas of the South Berkeley community. Both clusters are immediately to the north of Parker Street. The single family grouping is on the west side of Sacramento Street, while the multifamily cluster is to the east side of this major corridor. (1986 Land Use Survey, Planning and Community Development Department, City of Berkeley)

The predominance of residential uses in South Berkeley raises certain concerns regarding current and future land use patterns. It is important that the quality of residential life be retained. Lower density sections of the community and their complementary churches, schools, and parks should be preserved.

Residents have expressed support for the development of affordable, single story multifamily units that contain communal landscaped space. While the predominant residential use is single family, the acute housing needs of low and moderate income residents of South Berkeley point to the desirability of promoting multifamily residences.

The type and extent of commercial development along the major corridors in South Berkeley will have significant impacts on existing residential uses in the neighborhood. The development and expansion of commercial uses adjacent to residential areas should be regulated to ensure compatibility of uses. There is concern among residents that increased commercial activity will generate heavy traffic and parking problems. While residents seek to encourage economic development along primary commercial corridors, these improvements must be carried out in such a way as to improve, rather than reduce, the quality of residential life.

### C. Commercial Use

#### Summary of Findings:

- \* Adeline Street is the major commercial corridor in South Berkeley, incorporating a wide range of commercial establishments
- \* Shattuck Avenue is undergoing significant land use changes, including the anticipated relocation of auto related uses
- \* Sacramento Street is the focus of City sponsored revitalization efforts, with a particular focus on the 3000 Block
- \* San Pablo Avenue has traditionally combined auto oriented and commercial uses with industrial uses. Significant land use changes are underway due to the conversion of vacant industrial space to retail and office use

Commercial activities in South Berkeley occur primarily along four corridors: Adeline Street, San Pablo Avenue, Shattuck Avenue, and Sacramento Street. While the four corridors exist in close proximity to one another, the types of businesses located within each commercial area vary. A description of each corridor and the prevalent land uses are discussed below.

#### 1. Adeline Street

Adeline Street is characterized by a variety of land uses: a cluster of regional serving antique stores at the Ashby Avenue intersection; a BART station, single and multifamily housing, including a forty unit elderly apartment complex); professional offices; and a wide range of neighborhood and community serving retail establishments.

The 1986 Land Use Survey found a total of 83 businesses along Adeline Street, including 16 mixed use establishments. The largest single use was antique stores (13), followed by offices (12), and grocery stores, restaurants, and laundromats/cleaners, of which there were six each. (See Tables 74 & 75)



During the past five years there has been a renewed interest in revitalizing South Berkeley, and, in particular, Adeline Street. Several older buildings have been renovated to provide professional office space and new retail shops that have both a local and regional focus have located along Adeline Street.

The location of the Black Repertory Theater on Adeline Street marks the first step in improving the business climate at the southern gateway to Berkeley. The Adeline/Alcatraz intersection presents opportunities for economic development and streetscape improvements that could create a mixed use commercial and residential area.

## 2. Shattuck Avenue (south of Dwight Way)

Shattuck Avenue is the major street in the Downtown District, the conflux of the major retail, office, and transportation services in the City. The South Shattuck Avenue corridor contains a mix of residential uses and diverse retail uses that draw customers from local neighborhoods, the larger Berkeley community, and Oakland.

The 1986 Land Use Survey recorded 34 commercial uses, including 8 mixed use establishments. The predominant use was auto repair/sales and offices (5 businesses in each category). There were three or fewer businesses in fifteen different commercial use categories. (See Tables 74 & 75)

The section of Shattuck Avenue between Derby and Ward Streets will undergo major land use changes during the next five years due to the anticipated relocation of existing auto uses to the West Berkeley industrial area. The C-1(SA) zoning in effect on Shattuck Avenue encourages community and regional serving businesses, particularly mixed commercial and residential uses. This zoning precludes the possibility of intensive office development as a spillover from the Downtown District and Herrick and Alta Bates Hospitals.

Shattuck Avenue south of Ashby Avenue is a mix of auto uses, small offices, liquor stores. These businesses are interspersed with residences along the corridor. The majority of businesses serve Berkeley and Oakland, rather than the immediate community. The narrow width of Shattuck Avenue, one lane in each direction with parking on both sides, and the high parking demand creates traffic pressures in the adjacent neighborhoods.

## 3. Sacramento Street (South of Dwight Way)

Sacramento Street is characterized by primarily residential land uses from Dwight Way to Ashby Avenue. From Ashby Avenue to the Berkeley/Oakland border, Sacramento Street is a mix of commercial and residential land uses.

The 1986 Land Use Survey found that there were 48 businesses on Sacramento Street, including 8 mixed use enterprises. Beauty/barber shops predominated (12), followed by small food stores (8), laundromats/cleaners (4), and offices and liquor stores (3 in each category). (See Tables 74 & 75)



Sacramento Street lacks a viable commercial center, despite its excellent location, significant through traffic, and available on street parking. Many businesses are located in marginal buildings that are poorly maintained. A predominance of liquor stores that attract loiterers, the proliferation of gambling and drug dealing, and the fear of becoming crime victims discourages patronage of the existing businesses.

Sacramento Street has been the subject of three area improvement studies since 1976'. The Sacramento Area Improvement Plan (1978) advocated the following economic development objectives: promote a more functional pattern of commercial development; improve the variety of goods and services; strengthen existing businesses through technical assistance and financing programs; increase the patronage of businesses by local residents.

The Sacramento Street Revitalization Study (1985) found a declining level of business activity due to the lack of a range of goods and services and a corresponding poor quality of available goods. The study noted a significant potential for improvements to the business environment, given the increasing disposable income of residents in the area, the accessible business location, and available vacant land along Sacramento Street.

The Sacramento Street Facade Design Treatment Study (1985) proposed facade improvements intended to: reverse the economic decline of the commercial district; create a strong consumer base; engender community pride.

None of the recommendations presented in these three studies was implemented, due to the lack of available public funding. However, many of the recommendations have been carried forward in current revitalization efforts.

The 3000 Block of Sacramento Street has been the subject of a recent revitalization effort. The existing marginal businesses and several residences on the west side of the block were acquired by the City with the intention of constructing multifamily units. Construction of the units will begin in the spring of 1988.

#### 4. San Pablo Avenue (South of Dwight Way)

The San Pablo Avenue commercial district is located along Highway 123, which extends from the City of San Pablo to Oakland. This major street has traditionally been dominated by transportation oriented uses, including service stations, auto parts stores, and auto repair facilities.

The 1986 Land Use Survey noted 68 commercial uses along this section of San Pablo Avenue, including 9 mixed commercial and residential uses. Transportation uses recorded included: 8 auto repair/sales uses, 3 gas stations/car washes, 1 motorcycle sales store, and 1 driving school. There were 9 restaurants, 8 bars, 7 laundromats/cleaners, and 7 hardware/paint/appliance stores. (See Tables 74 & 75)

A 1972 City sponsored study of the San Pablo corridor found that there was relatively high patronage of San Pablo businesses by nearby residents. Residents' and San Pablo merchants' concerns included: lack of adequate parking; the type and quality of stores; and crime.

San Pablo Avenue south of Dwight Way is characterized by long standing businesses, as well as vacant buildings and lots that have remained unused for a long period of time, creating a perception of general business decline. San Pablo Avenue north of Dwight Way is undergoing significant land use changes. Several large lots formerly used for industrial purposes have been reoccupied for retail and office uses. These land use changes will continue into the next decade as more of West Berkeley's manufacturing areas are transformed into office and retail complexes.

There has been a substantial increase in vehicular traffic and the demand for on-street parking in residential areas to the south and east of the industrial areas on San Pablo Avenue. South Berkeley residents in the San Pablo Neighborhood have noted the spillover of traffic and parking pressures.

The West Berkeley Area Plan Committee will develop policies for commercial improvements along the entire length of San Pablo Avenue in Berkeley. Collaboration is required between the South and West Berkeley Committees to ensure consistent land use and economic development policies.

#### D. Mixed Use

##### Summary of findings:

- \* Four percent of residential uses and 32% of commercial uses occur as mixed uses
- \* beauty and barber shops and antique stores are the predominant commercial mixed use
- \* one unit residences are the most common mixed residential use
- \* Adeline Street presents the greatest range and concentration of mixed uses in the South Berkeley community

More than 211 residential units, representing a total of 101 buildings, are linked to commercial uses in South Berkeley. The largest category of residential uses is one unit residences, representing 49% of the total. This is followed by duplexes, 26% of the total, residences containing five or more units, 11% of the total, fourplexes, 10% of the total, and triplexes, 5% of total residences.

The 104 commercial uses linked to residential uses in South Berkeley represent a wide range of businesses. Beauty and barber shops are the most prevalent commercial use, representing 14% of the total. Antique stores are the second largest category at 13%, followed by grocery stores at 12%, offices and general commercial uses at 11%, nursery and childcare facilities at 6%, and restaurants at 5% of the total. (See Table 76)

The greatest range and number of commercial mixed uses occurs along Adeline Street. There are ten different types of businesses that share space with residential uses. Most of these are antique stores and offices. Adeline Street also contains the greatest number of residential mixed uses. The

predominant mixed residential uses are duplexes and single units. Ashby Avenue has the second greatest concentration of commercial mixed uses in the neighborhood. There are eight antique stores on Ashby Avenue, the single largest concentration of one commercial use in South Berkeley.

Mixed commercial and residential uses contribute to the vitality of a commercial area. Mixed use areas generate pedestrian traffic both during working hours and at night, increasing shoppers' sense of safety and store security during nonbusiness hours.

The predominance of single units over commercial units, most of which are beauty/barber shops and antique stores, indicates that mixed use buildings in South Berkeley are built on a small scale that is compatible with the scale of adjacent residential neighborhoods.

Mixed use businesses draw consumers from larger Berkeley and Oakland, although the most common mixed use, beauty/barber shops, undoubtedly primarily serve residents from the immediate community. Antique stores, the second largest mixed commercial use, draw consumers from the larger Bay Area. These stores are limited enough in size so that, although regional in sales scope, they remain compatible with the scale of other commercial and residential uses in the neighborhood.

#### E. Transitional Land Use: Vacant Lots and Buildings, Properties for Sale

##### Summary of findings:

- \* more than 50% of all vacant lots are located on, or adjacent to, commercial corridors
- \* several vacant lots are owned by the City of Berkeley
- \* almost 50% of vacant buildings in South Berkeley are residential in use
- \* only 8% of vacant buildings have "For Sale" signs posted
- \* South Berkeley's vacant buildings are in relatively good condition and would require only limited rehabilitation to make them occupable
- \* more than 90% of buildings for sale are in residential use

More than 50% of all vacant lots in South Berkeley are located in immediate proximity to, or along, commercial corridors. Most of these lots are of sufficient size to permit development as business sites or for mixed use. The lots along Adeline Street occupy significant symbolic space at the southern entrance to South Berkeley. Development of these lots will not only have an impact on the quality of commercial uses in South Berkeley, but will also project a positive image of the neighborhood.



Several vacant lots were originally railroad right of ways owned by the Santa Fe railroad. Several vacant lots are owned by the City of Berkeley. The remainder of the vacant lots are privately owned. Fifty percent of all South Berkeley vacant lots are located in Census Tract 4240 (South West and South Central Neighborhoods). (See Table 77 & Map 13)

The majority of vacant buildings are exclusively residential, representing 47% of the total. The uses of 33% of the vacant buildings were not recorded in the Land Use Survey. Thirteen percent are exclusively commercial, while only 5% of the vacant structures are mixed commercial and residential use.

Twenty four percent of all vacant buildings occur along Sacramento Street, Alcatraz Avenue, and San Pablo Avenue. Thirteen percent of all vacant buildings occur along California Street and Russell Street.

The vacant buildings are in fairly good condition and would require only limited rehabilitation in order to make them occupable. The most common problems are overgrown vegetation, noted in 22 cases, the presence of trash, noted in 20 cases, and the presence of abandoned automobiles and the need for an exterior paint job, noted in 16 cases each. There are structural problems noted in only 11 cases. (See Table 78)

These vacant buildings present housing and economic development opportunities for South Berkeley. There is a well documented need for increased housing units in Berkeley. Given that most of the vacant structures are residential buildings, attempting to bring these buildings back into the housing market would help in addressing the housing shortage. South Berkeley residents have indicated a desire for more locally serving businesses. Local businesses could locate in the available vacant commercial space.

Only 8% of all vacant buildings had a "For Sale" sign posted. Seventy one percent of all residential buildings for sale in South Berkeley were single family homes, 14% were duplexes, 8% were buildings containing five or more units, and 4% each were triplexes and fourplexes. Fifty seven percent of all residential buildings for sale were located in in three Census Blocks in the southwest and central portions of the community. (See Table 79)

Only 8% of all buildings for sale were commercial in use. These buildings are located along three commercial corridors: Adeline Street, Sacramento Street, and San Pablo Avenue. There were, in addition, nine buildings for sale in the neighborhood for which the use was not recorded in the land use survey.

#### F. Public Institutional Use

##### Summary of findings:

- \* there are a significant number of childcare centers and nursery schools in South Berkeley
- \* there is a range of public facilities in the community
- \* there are a significant number of churches in the community



This land use category encompasses a range of public uses, including educational facilities, BART, nonprofit organizations, churches, health services, and government services. South Berkeley has many public institutions that serve a diverse population. The mix of public and private enterprises creates a well defined community base with a distinct history and sense of place.

South Berkeley has a large number of nursery schools, childcare centers, and churches. The City of Berkeley, Cal Trans, and UC Berkeley maintain offices and facilities in South Berkeley. There are health clinics serving varied populations and nonprofit organizations providing recreation, direct services, and cultural events. The addition of the Black Repertory Theater will contribute greatly to the cultural life of the neighborhood.

South Berkeley's public institutional uses are discussed in greater detail in the Community Resources Element of the South Berkeley Area Plan.

#### G. Open Space/Recreation Use

##### Summary of findings:

- \* most of the open space/recreation uses are concentrated in the southern portion of the South Berkeley community

South Berkeley has a variety of open space and recreation facilities, including a regional serving park (San Pablo Park), a major recreation center (Grove Street Center), and several tot lots. Two school playgrounds provide additional recreation space.

Most of South Berkeley's open space areas and recreation facilities are concentrated in the southern portion of South Berkeley. Three of these, a large park attached to the East Campus of Berkeley High School, a large playground, and a tot lot and basketball court, are located in the southwest corner of the neighborhood.

A more detailed discussion of South Berkeley's open space and recreation uses is provided in the Open Space Element of the South Berkeley Area Plan.

#### H. Potential Land Use Conflicts

##### Summary of findings:

- \* given the need for additional housing in Berkeley, it is possible that the residential areas of South Berkeley will be more densely developed, thereby increasing traffic congestion and noise and making the community a less desirable place to live
- \* business growth and expansion in South Berkeley will have to be monitored for negative impacts, given the recent changes to the zoning regulations as an inducement to commercial enterprises
- \* the potential impact of the development of the BART air rights needs to be thoroughly assessed

- \* clustering of mixed use developments should be encouraged to avoid adverse impacts on residential areas and the dispersion of commercial development

## 1. South Berkeley's Residential Zoning

Most of South Berkeley is zoned R-3, which permits relatively high density residential uses, including, for example, three story apartment houses and boarding and rooming houses. Reflecting a Citywide pattern, the majority of South Berkeley's housing is renter occupied. As the pressure for additional rental units increases, there exists a greater incentive to construct higher density apartment houses on available vacant lots. It is likely that this trend would have the effect of increasing traffic congestion and noise, thereby lowering the residential quality of life.

The direction and intensity of commercial development in South Berkeley may present land use conflicts. At this time residents are interested in encouraging commercial development, and thus have altered land use regulations to allow more businesses to locate in South Berkeley as a matter of right. As new businesses begin to locate in South Berkeley, it will be important to monitor their impact on the community. It may be that further regulations will become necessary at a later date.

Close scrutiny of proposed housing developments in South Berkeley by community organizations will ensure that residential projects are compatible with adjacent neighborhoods.

## 2. BART Air Rights

If the BART air rights are developed at the Ashby station, there will be significant land use consequences. In order to remain financially feasible, it is likely that the project would be a multi storied development. People living west and east of the station would experience increased traffic flow, noise, and pedestrian traffic, as well as an obstructed view of the hills. The heavy concentration of businesses and office uses at the BART station might reduce patronage of other businesses in the area, thereby interfering with local economic development efforts.

South Berkeley community equity participation in any proposed development at the BART station would ensure that the project meets the community's needs. The South Berkeley Neighborhood Development Corporation would be an appropriate vehicle for representing South Berkeley in an economic development project at the Ashby station.

## 3. Mixed Use Development

Mixed commercial and residential uses are desirable in South Berkeley because this combination increases neighborhood safety, creates a lively streetscape, and results in economic development projects that are compatible with adjacent residential neighborhoods. Mixed use developments should be clustered in order to minimize traffic and parking problems and the dispersion of commercial uses. Mixed use shopping districts generate higher patronage and reduce traffic congestion by encouraging consumers to walk, rather than drive, between stores.

## V. LAND USE ELEMENT: GOALS AND POLICY RECOMMENDATIONS

### A. RESIDENTIAL USE

1. Preserve the character and quality of life of residential areas
2. Protect residential areas from traffic, parking, noise, litter, and odors generated by adjacent commercial uses and new development
3. Encourage new residential development in appropriate areas of the community
4. Preserve the lower density sections of the community
5. Regulate the expansion of nonresidential uses into residential areas to ensure compatibility of uses
6. Regulate density increases to achieve a desirable distribution of multifamily housing in the community

### B. COMMERCIAL USE

#### 1. GENERAL COMMERCIAL DISTRICT POLICIES

- 1.1 Encourage commercial uses that conform to established goals and objectives for the area
- 1.2 Regulate the site design and operation of commercial establishments to ensure their compatibility with adjacent residential areas, and with other adjacent commercial uses
- 1.3 Encourage commercial development to locate in clusters, rather than in a random pattern, along commercial corridors
- 1.4 Apply the provisions of the Design Review Ordinance to new construction and additions along the commercial corridors
- 1.5 Encourage commercial signage to conform to the scale of the surrounding district, with uniformity in design among signs along the same commercial corridor

#### 2. ADELINE STREET COMMERCIAL POLICIES

GOAL: Provide both community and regional serving businesses, particularly encouraging those that provide employment and reflect the culture of the surrounding community

- 2.1 Encourage the location of both community and regional serving businesses
- 2.2 Promote a diversity of goods and services along Adeline Street

- 2.3 Identify a possible location for a cultural center for goods and services along Adeline Street
- 2.4 Establish a 3-story height limitation along Adeline Street
- 2.5 Implement the Revised Interim C-1 regulations for the General Commercial District
- 2.6 Encourage mixed use development along Adeline Street

### 3. SHATTUCK AVENUE COMMERCIAL POLICIES

GOAL: Provide an area of neighborhood and lower intensity community commercial uses between Dwight Way and Ashby Avenue, serving as a transition zone between the Downtown District and the neighborhood serving area south of Ashby Avenue

- 3.1 Expand the existing Economic Development Administration Title IX boundaries to include Shattuck Avenue south of Russell Street, in order to enhance the opportunities for Black owned businesses along the corridor
- 3.2 Reclassify Shattuck Avenue, between the south side of the corner parcels on Ashby Avenue and Prince Street, from C-1 to R-2
- 3.3 Require any office development on Shattuck Avenue south of Derby Street to provide a detailed analysis of potential parking and traffic impacts upon surrounding residential neighborhoods
- 3.4 Conduct a traffic study on Shattuck Avenue south of Ashby Avenue to identify measures to improve traffic flow
- 3.5 Encourage the establishment of additional parking controls on Shattuck Avenue south of Ashby Avenue
- 3.6 Encourage retail/residential mixed use development along Shattuck Avenue

### 4. SACRAMENTO STREET COMMERCIAL POLICIES

GOAL: Provide neighborhood serving commercial activity, primarily from Oregon Street to the Berkeley/Oakland boundary, encouraging medium density residential development along the remainder of the corridor

- 4.1 Promote a more concentrated pattern of commercial development within the Sacramento Street business district
- 4.2 Promote a diversity of goods and services along this corridor
- 4.3 Encourage the clustering of mixed use developments on Sacramento Street



- 4.4 Encourage the adoption of the recommendations of the Sacramento Street Facade Design Treatment Study as guidelines for the construction and improvement of Sacramento Street buildings

## 5. SAN PABLO AVENUE COMMERCIAL POLICIES

GOAL: Allow an auto-oriented commercial strip, encouraging the provision of higher density residential uses, with special emphasis on minimizing impacts upon the surrounding residential neighborhoods

- 5.1 Cluster commercial concentrations separated by high density residential development
- 5.2 Increase commercial zoning to include depth of block, in those areas in which to do so does not interfere with existing residences, to provide more development flexibility
- 5.3 Consider selective street closure to provide developable parcels and to protect adjacent residential areas
- 5.4 Continue coordination between the South Berkeley and West Berkeley Area Plan Committees in order to ensure a compatible approach to San Pablo Avenue planning efforts

## C. MIXED USE

- 1.1 Encourage mixed use commercial and residential development where appropriate in the community
- 1.2 Regulate mixed use development to ensure compatibility with adjacent residential neighborhoods
- 1.3 Monitor businesses on the ground floor of mixed use buildings to ensure that these businesses do not expand into the residential portions of these buildings

## D. TRANSITIONAL LAND USE

- 1.1 Residentially zoned vacant lots should be used exclusively for residential uses
- 1.2 Commercially zoned vacant lots should be used for either residential, commercial, or mixed use (commercial and residential use in one building or on one site), depending on the community's needs at that time and the nature of the project
- 1.3 Vacant South Berkeley lots should not be used for commuter parking lots for the Downtown or other areas of Berkeley

- 1.4 Vacant South Berkeley lots are appropriate for parking only if the parking serves neighboring residential and/or commercial uses
- 1.5 Rehabilitate vacant residential and commercial buildings and return them to active use

E. PUBLIC INSTITUTIONAL USE

- 1.1 Ensure the completion of the Black Repertory Group Theater as a cultural center and core commercial activity through continued City cooperation and funding
- 1.2 Whenever possible, locate public institutional uses on, or adjacent to, major arterials so that they are accessible to public transportation and will not impinge on surrounding residential areas
- 1.3 Whenever possible, maximize joint City/community planning and use of community facilities

F. OPEN SPACE/RECREATION USE

- 1.1 Encourage the development of vacant lots as community gardens
- 1.2 Encourage the development of mini parks and tot lots in South Berkeley's different neighborhoods
- 1.3 Develop those portions of the Santa Fe right of ways in South Berkeley that are inappropriate for housing as mini parks
- 1.4 Encourage the maintenance and supervision of parks, including program development



SAN PABLO AVENUE

- (1) 2nd hand clothing/furniture
- (3) grocery
- (6) restaurant
- (2) beauty/barber shop
- (6) laundromat/cleaner
- (6) hardware/paint appliance store
- (1) clothing store
- (1) furniture/fabric store
- (1) office
- (2) liquor store
- (1) bookkeeper/accountant
- (8) auto repair/sales
- (2) general commercial
- (8) bar
- (3) gas station/car wash
- (1) donut shop
- (1) warehouse
- (1) meat company
- (1) woodworking company
- (1) driving school
- (1) motorcycle sales
- (1) pottery store
- (1) sign company

N= 59

SHATTUCK AVENUE

- (1) grocery
- (3) laundromat/cleaner
- (1) hardware/paint/appliance store
- (1) clothing store
- (1) furniture/fabric store
- (1) printing/publishing
- (3) computer/electronics
- (4) office
- (1) copy store
- (1) liquor store
- (1) care home
- (5) auto repair/sales
- (3) general commercial
- (2) gas station/car wash

N= 28

ADELINE AVENUE

- (1) 2nd hand clothing/furniture
- (5) grocery
- (5) restaurant
- (3) beauty/barber shop
- (5) laundromat/cleaner
- (2) hardware/paint/appliance store
- (1) clothing store
- (1) nursery/childcare
- (1) martial arts
- (1) furniture/fabric store
- (1) printing/publishing
- (2) computer/electronics
- (8) office
- (9) antique store
- (1) medical instruments
- (4) liquor store
- (1) tailor
- (1) bookkeeper/accountant
- (1) silversmith
- (2) auto repair/sales
- (4) general commercial
- (1) newspaper
- (1) bank/S&L
- (3) bar
- (1) pottery store
- (1) toy store
- (1) ice rink

N= 67

SACRAMENTO STREET

- (1) 2nd hand clothing/furniture
- (5) grocery
- (4) restaurant
- (10) beauty/barber shop
- (3) laundromat/cleaner
- (2) hardware/paint/appliance store
- (1) clothing store
- (1) music/record store
- (1) printing/publishing
- (3) office
- (3) liquor store
- (2) general commercial
- (1) newspaper
- (2) bar
- (1) gas station/car wash

N= 40

TOTAL N= 194



TABLE 75

## MIXED USE BY COMMERCIAL CORRIDOR (1986)

Commercial Corridor	Res.Use Comm.Use	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
Adeline Avenue	res. comm.	5 -	7 -	1 1	1 -	1 1	- -	1 1	1 1	1 1	- -	- -	- -	- -	- -	- -	4 4	4 -	- -	- -	1 1	- -	- -	1 1	- -	
Alcatraz Avenue		1 -	3 -	- 1	2 -	1 2	2 -	- -	- -	- -	- -	- -	- -	- -	- 1	1 -	1 -	- -	- -	- -	- -	- -	- -	- -	- -	
Ashby Avenue		5 1	3 -	1 -	3 -	- 2	- -	- 1	- -	- -	- -	- -	- -	- -	- -	- 1	- 8	1 1	1 1	- -	- -	- -	- -	- -	- -	
Martin Luther King Jr. Way		1 2	4 -	1 1	1 -	- 1	- -	- -	- -	- 1	1 1	1 1	- -	- -	- -	- -	- -	- -	- -	- -	- 1	- -	- -	- -	- -	
Sacramento Street		3 1	4 1	- 3	- -	2 2	- 1	1 -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	
San Pablo Avenue		4 1	- 1	1 1	1 3	3 1	- 1	1 1	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	- -	
Shattuck Avenue		2 2	1 -	- -	- -	2 -	- -	- -	- -	- -	- -	- -	- -	- 1	1 1	1 1	1 1	2 -	- -	- -	- -	- -	- -	- -	- -	
TOTAL	res. comm.	21 7	22 2	4 7	8 3	9 9	N= 64 2	3 3	3 1	2 2	1 1	1 1	- -	1 1	2 1	1 7	14 14	1 1	1 1	1 1	1 1	- -	1 1	- -	N=71	

Legend:

See Table 76

MIXED USE BY CENSUS BLOCK (1986)

[illegible]

Table 77

INVENTORY OF SOUTH BERKELEY VACANT LOTS (1987)

LOCATION	ZONING	PROXIMATE USES	CORNER LOT	SIZE	COMMENTS
1. 1321 Harmon (1)	R-3	s.f. home (2)	Y	large (3)	abandoned house, repair
2. next to 1420 Harmon	R-3	s.f. homes	N	medium	garden, well tended. Not an abandoned lot
3. Harmon/Adeline (south side of Harmon)	C-1(SA)	vacant bldg. (Keystone)	Y	large	
4. Harmon/Adeline (north side of Harmon)	C-1(SA)	mixed use bldg.	Y	medium	
5. next to 2531 MLK	R-4	apts.	N	medium	
6. bet. 2811 & 2815 MLK	R-2A	s.f. homes	N	small	
7. approx. 2823 MLK	R-2A	s.f. home/ SB library	N	large	
8. 2598 Sacramento	C-1(SA)	s.f. home	Y	large	two small bldgs. on site, possible former gas station
9. approx. 2850 Sacramento	C-1(SA)	s.f. home/ apts./office	Y	large	Santa Fe lot, triangular shape
10. next to 2930 Sacramento	C-1(SA)	laundromat/ PG&E substation	N	medium	
11. 3023 Sacramento	C-1(SA)	s.f. home/ beauty shop	N	small	
12. next to 3135 Sacramento	C-1(SA)	s.f. home/ apts.	Y	large	

FOOTNOTE 1: This site, although not vacant, was included because the building will probably have to be demolished.

2: s.f.: single family

3: lot size: "medium" equals 5,000 square feet

LOCATION	ZONING	PROXIMATE USES	CORNER LOT	SIZE	COMMENTS
13. 3155 Sacramento, at Woolsey	C-1(SA)	s.f. homes	Y	large	small bldg., pking lot. Possible former gas station or cleaners
14. close to 3237 Sacramento, at Harmon	C-1(SA)	apts. in back	Y	large	long, extremely narrow
15. 3250 Sacramento	C-1(SA)	apts.	Y	large	proposed for low and moderate income housing and/or mixed use development
16. Dwight Way to Sacramento	predom. R-1. R-2, R-3, C-1(SA) at points	s.f. homes	several	large	Santa Fe lots. corner lots and acreage at rear of s.f. homes
17. next to 1515 Blake	R-2	s.f. home/ clothing store	N	medium	
18. next to 2575 San Pablo	C-1	s.f. home/ vacant bldg.	N	large	fenced, used as pking lot
19. 2608 San Pablo (status as vacant lot unclear)	C-1	vacant lot/bar	N	large	fenced, used as pking lot
20. 2612 San Pablo	C-1	bar/ pking lot/ industrial use	N	large	fenced
21. 3015 San Pablo	C-1	s.f. home/gas station	Y	large	
22. next to 3016 San Pablo	C-1	mixed use	N	medium	lot for abandoned cars
23. next to 1222 Ashby	R-3	apts.	N	medium	
24. in front of 1322 Ashby	R-3	apts.	N	large	used for res. pking, dirt surface
25. next to 1364 Ashby	R-3	s.f. homes	N	medium	
26. next to 1425 Ashby	R-3	apts./s.f. home	N	medium	



LOCATION	ZONING	PROXIMATE USES	CORNER LOT	SIZE	COMMENTS
27. next to 1524 Ashby	R-3	s.f. home/ apt. house	N	medium	used for res. pking, dirt surface
28. 1621 Ashby	R-3	s.f. homes	N	small	
29. 1814 Ashby, at Ellis	R-3	s.f. home/ apts.	Y	large	
30. 1820 Ashby, at Harper	R-3	s.f. home	Y	small	
31. 3135 Harper	C-1	duplex/apts.	N	medium	
32. next to 3131 Ellis	R-3	s.f. homes	N	medium	
33. 3237 Ellis	C-1(SA)	s.f. home/ comm. bldg.	N	large	
34. 1607 62nd	R-3	s.f. homes	N	medium	
35. next to 3308 California	R-3	triplex/ duplex	N	small	
36. 1635 Carleton	R-2	s.f. homes	N	medium	
37. 1111 Parker	C-1	apts./s.f. home	N	medium	
38. Alcatraz/Adeline (north side of Alcatraz)	C-1(SA)	vacant bldg. (Keystone)	Y	medium	owned by City of Berkeley
39. Alcatraz/Adeline (south side of Alcatraz)	C-1(SA)	dry cleaners	Y	medium	owned by City of Berkeley

Lots in Residential Zone:	18	TOTAL VACANT LOTS IN BERKELEY: 357 Source: "Vacant Lots in Berkeley" Planning and Community Development Department, City of Berkeley (8/85)
Lots in Commercial Zone:	20	
Lots in Mixed Commercial and Residential Zones:	1	
		TOTAL SOUTH BERKELEY VACANT LOTS: 39

SOURCES: The South Berkeley inventory was compiled based on a windshield survey of San Pablo Avenue, Sacramento Street, Martin Luther King Junior Way, Adeline Street, Shattuck Avenue, Dwight Way, Ashby Avenue, and Alcatraz Avenue. The survey included confirmation of a vacant lot inventory conducted in June of 1986

TABLE 78

## DISTRIBUTION OF VACANT BUILDINGS BY CENSUS BLOCK (1986)

Census Block	Vacant Buildings	
423301	8	
423302	7	
423303	2	
423401	2	
423402	-	
423403	2	
423404	10	
423501	1	
423502	-	Residential: 36
423503	-	Commercial : 10
423504	1	Mixed Com.
423902	7	Res. Use : 4
424001	7	Mixed Com.
424002	7	Public Use : 2
424003	4	No Use
424004	5	Recorded : 25
424005	4	
424006	-	TOTAL 77
424007	1	Condition:
424008	9	(# of occurrences)
TOTAL	N= 77	Overgrown vegetation: 22
		Presence of trash : 20
		Abandoned autos on
		property : 16
		Paint job needed : 16
		Boarded-up windows : 13
		Structural problems : 11
		(cracks in foundation,
		leaning or split bldg.
		supports)
		Rotted wood windows : 8
		Broken, leaning
		gutters or leaders : 4
		Broken, buckling
		cement driveway : 2
		TOTAL 112

TABLE 79

## DISTRIBUTION OF PROPERTIES FOR SALE BY CENSUS BLOCK (1986)

Census Block	Use not indicated:	Properties For Sale	
423301	1	Res. 4 Comm. -	
423302		3	
423303	1	5 1	
423401	1	4	
423402	1	4	
423403		6	Residential: 51
423404		3	single fam.: 36
423501	1	1	duplex : 7
423502		-	triplex : 2
423503		-	fourplex : 2
423504	1	1	five + : 4
423902		2	
424001	1	3	Commercial : 5
424002		3	office : 1
424003		2	auto service: 1
424004		-	liquor : 1
424005		4	warehouse : 1
424006		-	bar : 1
424007	2	-	
424008		6	
TOTAL	9	56	TOTAL: 65

# SOUTH BERKELEY

LOCATION OF VACANT LOTS  
(1987)



SOURCE: 1986 LAND USE SURVEY; 11/87 WINDSHIELD SURVEY  
DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT





# Open Space Element



## OPEN SPACE/PARK FACILITIES

### I. Introduction

As identified by the Berkeley Master Plan, "open space" is considered to be any land or water which is not built upon, privately or publicly owned. Open space can enhance and protect natural resources; as well as it can affect people, economic development decisions, employment, housing and real estate. For the purposes of this Area Plan (as a refinement of the City's Master Plan), the Open Space Element will focus on the publicly-accessed areas which provide a natural resource and/or recreational opportunities within the urban environment.

The Open Space/Public Facilities element of the South Berkeley Area Plan is designed to provide a framework for decisions; a beginning point from which more detailed proposals regarding the area's recreational resources may be developed.

### II. South Berkeley's Park System

South Berkeley's parks consist of city-wide parks, totlots, and mini-parks. There are two city-wide parks in South Berkeley: San Pablo and Grove Parks.

1. San Pablo Park - Purchased in 1907 for \$35,000, San Pablo Park is the City's oldest Park, containing 12.95 acres. The recreation field was opened for public outdoor gymnasium apparatus, handball courts, and a field house; it was recognized as "one of the best recreation fields" in the Bay Area. A clubhouse was dedicated in 1930. Recent news stories have featured long-time area residents retelling stories of major competitions with black baseball teams during the 1940's and 1950's, including many team members who are now prominent Berkeley and Oakland (and beyond) citizens.

In January 1984, the Parks and Recreation Commission officially renamed the recreation center after Mrs. Francis Albrier; and in September 1985, renamed the park playing field to honor Bill Haywood. Both honorees are long-time activists in the Berkeley community.

The Park's indoor facilities consist of a recreation center with a social hall (with raised stage), kitchen and meeting rooms (3). The outdoor facilities (available for reservation/rental) include grassy playing fields (featuring seasonal soccer competitions), picnic/BBQ areas, six lighted tennis courts, two lighted basketball courts, two lighted baseball diamonds; with large swings, jungle gyms, and a play structure/slide for children, and a tot area with sand, swings, a slide and concrete climbing structures.

Local residents have expressed concerns regarding the need for protection of the children's/tot's play areas, indicating that the lack of appropriate fencing of the areas does not protect the young user, while also leaving the areas accessible to inappropriate usage of the areas during late hours (glass, etc., in the sand areas).



2. Grove Park - Grove Park, located on Martin Luther King, Jr., Way (Old Grove), between Russell and Oregon Streets, contains 3.09 acres and was initially dedicated in September 1960 at a cost of \$75,000. In 1963-64, the City acquired additional property (at the corner of Russell and Grant) in order to the expand the park facilities.

The indoor facilities at Grove Park (recreation center and clubhouse) provide a kitchen, social hall, gym, meeting rooms (4), shower, an office and a storage room. In addition, Grove Park Center houses the Young Adult Program (YAP) and the City's Youth Employment Services (YES), centrally located for many of the City's economically-disadvantaged youth.

In existence for 15 years, YAP'S programs provide tutorial assistance, counseling services, and cultural and recreational activities and outings to Berkeley young people between the ages of 2-1/2 and 25 years. The YES program provides job placement services during the summer months for low-income youth between 14 and 22 years, as well as provides workshops to learn job search skills. In addition, YES provides year-round support services for another 200 youths in the Jobs West program, a county-sponsored employment and training program.

The Grove Park outdoor facilities provide a picnic/BBQ area, three lighted tennis courts, two lighted basketball courts, baseball field with bleachers (available for reservation/rental), and a grassy play area; with both children's and tots' play areas equipped with swings, climbing apparatus and sand areas.

Grove Park is considered well-equipped to serve area-wide recreational needs, and receives regular maintenance and repair service; there have been, however, community concerns about the relative safety of the Park, given the number of documented incidents of criminal activity (generally drug sales).

Totlots are small (approximately one city lot), intensively-used areas. They usually have maximum equipment, paved surfaces and minimum turf areas. There is one totlot and three mini-parks in South Berkeley:

3. Prince Street Totlot - The Prince Street Totlot contains 0.15 acres, and is located on Prince Street, between California and King Streets. The land was acquired and cleared for a park in August 1968. The play area was funded with private grants (Ford Foundation and Gold Medal) and City funds; and was developed with active community involvement. The play area provides children's equipment with a slide, climbing apparatus and a teeter-totter; and totlot with a sandbox, tire swing, slide and a merry-go-round.

4. Greg Brown Mini-Park - Located 1907 Harmon Street, Greg Brown Mini-Park dedicated in May 1976, officially named after a local youth who collapsed (and later died) while playing in a Berkeley High School basketball game. The 0.58-acre park contains a clubhouse (with kitchen, office and two meeting rooms), picnic area, basketball half-court, and large and small child play areas (with respective swings, climbing structures, and tot sandbox).

Community members have stated that the clubhouse (originally a house) is in need of rehabilitation. Further, there have been concerns that the park is occasionally unsafe for children, due to the presence of idle adults and (alleged) criminal activity (drug sales/usage). The clubhouse was recently leased to a local community organization in order to operate a child-care center at the facility. The installation of this child care center should result in the rehabilitation of the building (through the lease agreement); as well as provide a continuous presence at the center which will contribute toward discouraging the use of the park for illicit activities.

5. Haskell-Mabel Mini-Park- Located at the northwest corner of Haskell and Mabel Street, the Haskell-Mabel Mini-Park contains 0.13 acres, developed in October 1975. The Mini-Park provides tot play equipment, with sand, swings, slides and various climbing structures.

6. 63rd Street Mini-Park - Located on 63rd Street, between King and California Street, this park contains 0.19 acres, developed in October 1975. The Mini-Park contains general play equipment providing large swings, slides, rings/parallel bars, a climbing structure and merry-go-round; and the totlot contains sand, tot swings and a tunnel.

7. One additional park facility, Malcolm X School Park, contains 0.22 acres and is located on Ashby Avenue between King and Ellis Streets. Although not exclusively a City-owned/operated facility, the Park was created through a joint-use agreement between the City of Berkeley and the Berkeley Unified School District, and was developed with City park funds. The Park contains general play equipment (no tot equipment), providing bar apparatus, a teeter-totter, a wooden play structure (slide, tire swing, rope), climbing apparatus with tires, metal horses, and a medium-sized climbing toy with wheel.

### III. Park Standards

The 1977 Berkeley Master Plan established a standard ratio for park space-to-population of 2 acres per 1000 residents (exclusive of school playground facilities). This ratio was developed through a comparison of a variety of sources for municipal park planning, including the California State Outdoor Recreation Plan, and Bay Area Cities such as Oakland, Palo Alto and San Francisco (see the 1978 Berkeley Master Plan Open Space Element: "Park Standards"). There is substantial variation in the standards used by municipalities through the Nation, but the variation is generally limited to between 1.0-3.0 acres per 1000 population; and the resulting acreage is frequently allocated on a city-wide basis, rather than apportioned (over time) to neighborhood areas. Although the standard used in Berkeley is more than ten years old, it still represents the predominant goal established by California cities for a general approach to the provision of urban park space.

The City currently contains 158.38 acres of park space; based upon the 1980 Census (103,328 persons), the current City-wide ratio of park acreage-to-population is 1.53 (exclusive of the water in Aquatic Park). The

application of the 2/1000 standard would require the provision of 206 acres of park space city-wide (or 47.6 acres of additional park space). (The current City total is raised to 226.08 acres when the 67.7 acres of the water in Aquatic Park is included.)

While the total acreage of park land city-wide appears substantial, the overall acreage is not evenly distributed to all neighborhoods. In fact, several areas in the City have little or no publicly-owned parks or recreational facilities other than school playgrounds.

(Note: For the purpose of calculating the distribution of park acreage, and the ratio of acreage-to-population, the City-wide acreage which is exclusive of the water in Aquatic Park will be used, that is 158.38 acres.)

With a total of 17.31 acres of park facilities, South Berkeley contains 11% of the City-wide total of park acreage, and yet, contains 15.6% of the total City population (or 15,905 persons). Further, although there are two parks in South Berkeley containing 6 or more acres, there is only a 1.09 ratio of park acreage to- population; applying the 2/1000 ratio to the area population would indicate the need for approximately 31.8 acres of park land, or 14.5 additional acres. Another method for determining a community's need for recreational space, is the "need/resources" technique, variations of which are used by cities including Berkeley and Oakland. This method usually gives each of a community's subareas an index of recreation need and an index of recreation resources, standardizes the scores, and then compares the needs index with the resources index to determine a priority rating for each area. However, while that result shows which areas are the most deficient, it does not say directly how much more deficient one area is than another, nor does it indicate how much of the future investment each area should get. The 1977 Berkeley Master Plan identified a method for determining park/recreation demand, involving the analysis of existing recreation facilities, by census tract, including school grounds and vacant lots (and excluding "view" or ornamental parks), measured against net residential density, the percentage of persons under 18 years of age and the percentage of persons below poverty income. Those residential census tracts which contained a high combination of socio-economic indicators and little vacant, park or school yard land could be termed "high demand" areas. The Master Plan then identified Berkeley census tracts which evidenced a combination of the above criteria (see Map ), and designated those tracts for potentially receiving a larger share of future city investment of funds for acquisition of new facilities and improvement of existing facilities. Three of the "high demand" tracts are located in South Berkeley, indicating that not only is the existing amount of park acreage substantially below the City-wide "standard", but that, theoretically, the standard, itself, is insufficient to meet the needs of South Berkeley.

Even given South Berkeley's low park acreage-to-population ratio, other areas of Berkeley have still lower ratios. With a population of 6,185 persons, West Berkeley (west of San Pablo Avenue) contains 37.51 acres of park facilities, including Aquatic Park (land area); this acreage represents 23% of the City-wide total, and a ratio of 6.06. Considering that Aquatic Park is located at the opposite end of West Berkeley from the major



aggregation of residential neighborhoods, thereby not being within a reasonable walking distance ( 1/4- mile), the park acreage is more appropriately represented by the figure of 4.75 acres (consisting of two park facilities), which results in a ratio of 0.76. The "Flatlands" area (generally between Dwight Way, Cedar, San Pablo and Shattuck Avenues) has a total population of 19,272 persons, 18.6% of the City total; and yet, the 19.14 acres of park facilities represent only 12% of the City total, and an internal ratio of 1.00.

The Berkeley Hills area (generally located north of Cedar and east of Shattuck Avenues) is the only area which can be considered to have a well-distributed, yet disproportionate amount of the City's park lands within the local area. With a population of 15,526 persons (based upon the 1980 Census for census tracts located wholly therein) or 15% of the City total, there are 17 park facilities located therein (not including "view parks"), consisting of a total of 48.44 acres. This acreage represents 31% of the City-wide total, or an internal ratio of 3.12. The disproportionate amount of park acreage can largely be attributed to the substantial number of private endowments of land, historically, in this area, exclusively for park usage. In general, the City's park lands purchases have been concentrated in the centralized areas of Berkeley.

While it has been established that South Berkeley is generally better supplied with park facilities than most other areas of Berkeley, as indicated previously, a closer look at the South Berkeley population indicates a greater need for recreational uses than may be experienced in other areas.

South Berkeley's parks are generally well distributed throughout the community. In a publication of the National Recreation and Parks Association, "Recreation, Parks and Open Space Standards" (1983), community parks (3 or more acres in size) are determined to have a 1/2 -mile service area ( i.e. walking distance), and neighborhood ("mini") parks and play lots are defined as having a 1/4-mile service area. Assigning these service area radii to South Berkeley parks (and including parks with a service radius which extends into South Berkeley) yields an assessment that all portions of South Berkeley are provided with "easy walking distance" to a community or neighborhood park or play lots (the services varying, of course, at each site). South Berkeley does, however, have a much higher density in general than elsewhere in the City, subjecting greater numbers of park users to the same limited facilities.

The final determination as to the sufficiency of South Berkeley parks must take into consideration the varying trends (over time) in "recreating", the varying distances which different users are willing to walk to park/recreation facilities, and whether the City is willing and/or able to supply the facilities with sufficient support staff to adequately provide programmed activities.

As with many other City-funded programs and activities, parks and recreation programs have been severely affected by budget reductions. Berkeley has had a tradition of policy and fiscal support for parks and recreation, which has only been altered commensurate with reductions in state and fede-



ral allocations. Through a combination of State (Proposition 43) and City general funds, however, the City has recently programmed the following improvements to South Berkeley park facilities, to be conducted during the 1986-87 and 1987-88 fiscal years:

San Pablo Park

new totlot fence	\$ 3,000
resurfacing basketball courts	7,500
ballfield lighting	15,000
new/repaired irrigation	
	<hr/>
Total	\$ 20,000
building rehabilitation	15,000

Grove Park

building rehabilitation	15,000
-------------------------	--------

Greg Brown Park

building rehabilitation (approx.)	50,000
-----------------------------------	--------

In general, with the present and future constraints on the municipal budget for park maintenance, the acquisition of new facilities needs to be viewed in a systematic, yet flexible manner. The provision of new facilities should be based upon whether a given area has a high or low likelihood of using new facilities; and then, what would be the appropriate composition of recreation services which should be provided.

Of particular concern to South Berkeley, the acquisition of vacant land for park space needs to be balanced against the need for additional housing, as well as for employment-generating commercial development/activities. In a community such as South Berkeley which has a wide range of social and economic development needs, the need for additional recreational opportunities may be outweighed by the need for affordable housing, jobs/job training, and/or a safe environment.

Regardless of whether additional park space is acquired, however, there is no question that sufficient fiscal resources need to be provided to ensure that South Berkeley's existing park facilities are sufficiently maintained, staffed and programmed. Such municipal support may provide the greatest answer to providing sufficient recreational opportunities (and community support of the same) in South Berkeley.

IV. Non-Recreational Open Space

In an intensely urban environment, the need for green, open air spaces cannot be limited to the provision of parks alone. In some cases, residential neighborhoods are made more livable by the inclusion of on-street and individual tree planting, shrubs and gardens for increased aesthetics, variations in appearance, and improved health; indeed, with a less-than-

optimum ambient air quality (common to Bay Area cities), auto emissions on the streets, and local industrial air pollutants, the provision of a substantial amount of oxygen-producing vegetation is almost essential to the health of the urban dweller.

South Berkeley neighborhoods, like most Berkeley neighborhoods, are generally "well-planted", both with street trees (and other curb planting) and among individual properties. The most sizable individual gardens/planting occurs, however, among single- and two-family residences. Multi-unit apartment complexes are often provided with minimal landscaping, and little or no planted open areas. Where these complexes occur in groupings, the result is an overwhelming sense of a concrete environment. The greatest tragedy, however, is that most of these multi-unit complexes predominantly contain households with children; the younger of these children, not generally being allowed to walk to nearby parks, are forced to play in parking areas, driveways and sidewalks.

The City's Zoning Ordinance requires the provision of "usable open space" within all multi-family dwelling construction. For the R-3 and R-4 zone districts prevalent in South Berkeley, the Zoning Ordinance requires the provision of 200 square feet of usable open space for each dwelling unit. The Zoning Ordinance provisions stipulate that both planted and recreational open spaces be included, however, individual balconies can satisfy up to 50% of the open space requirement. While this allowance may be appropriate for complexes with predominantly single bedroom (adult) units, balconies can in no way suffice for the recreational needs of children. Further, since, the Zoning Ordinance allows a minimum dimension of 10 feet for required open spaces, intermittent spaces (such as the walk-ways between buildings) may be promoted as satisfying part of the overall requirement, and thereby incorporated as an afterthought, rather than designed as a functional, integral part of the overall development.

The need for greenery and open-air spaces, however, is not limited to residential areas alone. Commercial areas are made most attractive when designed (or improved) to incorporate well-distributed planting, spacious walkways, occasional seating areas, and/or possibly plazas or other focal points. The creation of such open spaces can contribute to the attractiveness of a commercial areas by providing meeting or resting places, as well as reducing the appearance of urban congestion.

South Berkeley's main commercial areas (Adeline-Alcatraz and Sacramento Street) do not instill the perception of congestion that occurs in other areas of Berkeley, due in part, to lower building heights, occasional separations between commercial buildings and the wide street corridors. Unfortunately, the spaciousness that the street width creates is not conducive (among other things) to active pedestrian shopping. Transferring the same degree of spaciousness from an emphasis upon automobile traffic to an emphasis upon pedestrian traffic would maintain the visual appeal of "airiness", while creating broad walking spaces and the casual ambience most conducive to active pedestrian patronage. This type of patronage would then further attract "patron-support" businesses (e.g., cafes), contributing to the overall attractiveness of the shopping environment.

In 1984, as a means of incorporating some of the aforementioned concepts into future development activity along Sacramento Street, the "Sacramento Street Facade Design Treatment " handbook was developed. Resulting from a collaborative effort between local residents, merchants, architectural consultants and the City, the handbook made recommendations for the inclusion of commercial open space areas (such as meandering sidewalks and occasional planted, seating areas) in future development projects. While there are no plans for any active implementation of these recommendations, the City's proposed reconstruction of the 3000 Block of Sacramento Street, as well as individual private building and property improvements, should contribute to a gradual transition to a more pedestrian-oriented shopping corridor.

#### V. Miscellaneous Undeveloped Open Spaces

Throughout South Berkeley there are a variety of vacant properties for which specific types of land use would be appropriate (including, possibly, open space/parks). There are, however, properties which are accepted as open areas, but when not properly maintained have become, at best, eyesore to the community. Most notable among these properties is the site of the former Santa Fe railroad right-of-way, a wide strip of vacant land (tracks were removed in 1975) running diagonally (northwest to southeast) from Bancroft Way-Bonar, to Russell-Sacramento. This land is currently owned by the City of Berkeley (quit-claimed by Santa Fe after the removal of the tracks), and has been the subject of a variety of proposed uses. Its location through the middle of residential neighborhoods however, reduces the potential options for the reuse of the right-of-way to those which would minimally impact the surrounding properties. The least intrusive of any options would be to "square-off" the right-of-way, and make it available, fee simple, to the owners of abutting property. This option is one which has been frequently used in other cities, and is considered appropriate, inasmuch as such right-of-ways were usually part of the original alignment of the abutting properties. The "squaring-off " of this land usually enhances the private open space (rear yard) on properties which are undersized due to the original development of the right-of-way itself.

#### VI. OPEN SPACE GOALS

**PURPOSE:** The intent of the Open Space Element is to create a framework for developing an open space system that is integral with the residential and commercial urban environment. The system shall include public parks, street sidewalks, parking areas, school rounds and private open space.

#### **GOALS:**

- 1.0 Enhance existing parks, playgrounds and recreation programs and encourage full community use of the South Berkeley parks system.
- 1.1 Establish a priority of allocating available park funds toward the enhancement/expansion of existing parks, rather than buying or building new parks, except as provided in 1.2 below.



- 1.2 Explore the possibility of buying land around Greg Brown to expand the park, and provide better surveillance of activities within the park.
  - 1.3 Provide space and supervision at Grove Park for kids aged 6-12, including space for creative play and building things, and expansion of existing programs.
  - 1.4 Provide better lawn maintenance at San Pablo Park, in order to keep the park grasses in a "green" state; and monitor soccer organizations and their activities to ensure that they leave minimal damage to the grasses.
  - 1.5 Encourage better use of Greg Brown Center/Park, including the location of organized, regular outdoor activities, and use the Center building for a young children's program.
  - 1.6 Establish older youth (14-21 years) activities/programs at San Pablo Park, including job fairs, visits and internships with City agencies and departments, craft classes and field trips.
  - 1.7 Encourage the establishment of as many diverse activities as possible at San Pablo and Greg Brown Park (modeled similar to the wide variation at Grove Park), to promote maximum usage of these parks.
  - 1.8 Create a capital improvements program for major repairs and improvements to South Berkeley parks.
- 2.0 Provide equal to access to parks for all residents.
- 2.1 Where possible, establish a park facility for South Berkeley, south of Ashby and west of Adeline Avenues, particularly for use by younger children.
- 3.0 Improve the appearance and use of commercial streetscape (s), to create a joyful and festive pedestrian-oriented multi-cultural commercial environment.
- 3.1 Establish a Revitalization Committee to create a sense of partnership and participation between the City and the community, in reestablishing the vibrant spirit of the commercial streets and the multi-cultural commercial center. The work program of such a committee should include promoting an annual "Clean Up South Berkeley Day" and an annual program, in conjunction with local merchants, of painting and decorating building exteriors.
  - 3.2 Explore new uses which emphasize pedestrian activity, for extraordinary street widths and parking areas of commercial corridors (e.g., Adeline Avenue, Sacramento Street).



- 3.3 Encourage the use of the street as a spontaneous, colorful shopping area by extending store activities out onto the street, and encourage physical improvements to emphasize the individual character of South Berkeley commercial corridors, such as: painting street crosswalks, installing bricks or tiles on streets and sidewalks.
- 3.4 Create more opportunities for pedestrian use of sidewalks that provide a transition from exterior open space to interior open space of commercial areas. The sidewalk areas should include landscaping that is coordinated with the neighborhood design. The consistent use of one species of tree along a street or block is encouraged. Paving materials may be varied but must create a pattern that is sensible in terms of cues for people who have visual impairment.
- 3.5 Brighten the retail strip to generate more confidence, investment and additional uses.
- 3.6 Establish public open spaces as a means of providing places for people to come together for community interaction and enlivening the pedestrian environment. These spaces should be wheelchair accessible, and located either along the sidewalk or the entrances should be visible from the street. Such amenities as artwork, patios with benches, fountains with nearby sitting areas, interior courtyards and roof plazas and gardens are encouraged. (See "Design Review Ordinance".)
- 3.7 Encourage the City Council to direct that landscaping be installed at the corners of major street intersections; and to engage in a program of establishing evergreen flowering shrubs along commercial streetfronts, to be maintained by businesses along these corridors. As part of the landscaping program, additional trees shall be planted in order to reduce the building and concrete intensity, buffer street noise, promote clean air, and soften the overall atmosphere by instilling a visual rhythm to the street.
- 3.8 Transform the commercial streets into an urban flowering garden by encouraging the merchants to establish (and maintain) flowering plants on such places as: window sills, doorways, on fire escapes and along the sidewalk.
- 3.9 Encourage the painting of buildings on a regular basis (i.e., every five years), using a pastel palette which enhances architectural detail; and the placement of continuous awnings, providing a colorful canopy which will tie the storefronts together, creating a greater sense of a unified commercial districts.
- 3.10 Encourage development which recycles old non-residential buildings for new uses.
- 3.11 The City should place more trash receptacles along the corridors.

- 3.12 Encourage the location of businesses which encourage pedestrian activity, e.g., ice cream parlors, bakeries, sidewalk cafes, shoe repair, copy centers, to enhance the attractiveness and vitality of the street. (See Land Use Element.)
  - 3.13 Explore the use of banners for announcements such as South Berkeley (and city-wide) events, the opening of new businesses, etc.
  - 3.14 The BART Flea Market is recognized as vibrant, outdoor commercial activity which is consistent with the open space goals for commercial areas.
- 4.0 Create a visual gateway to South Berkeley.
- 4.1 Encourage the City Council to establish a design competition for urban design improvements/a gateway to South Berkeley, incorporating the "Lorin Town" heritage.
  - 4.2 Explore opportunities for locating a community-oriented museum in South Berkeley, showcasing the early history of the community as well as the past (and continuing) important events and achievements of the local citizenry.
- 5.0 Explore opportunities for creating private, common open space.
- 5.1 Encourage the City Council to direct the Parks Division to hold community workshops to explore ways to enhance the use of residential streets as open space resources.
  - 5.2 Amend the City's Zoning Ordinance to prohibit the use of individual balconies in calculating the provisions of usable open space for and multi-unit residential development which has the potential of housing children (0 to 18 years). Any such usable open space shall be oriented as common area(s), and shall be designed as a functional, integral part of the overall development.
  - 5.3 Direct the Codes and Inspection Division to track problems with abandoned cars, garbage, and other blighted conditions in vacant lots.
- 6.0 Return the vacant land along the abandoned Santa Fe Right-of-Way to active use.
- 6.1 Identify and examine the issues surrounding the status of the Santa Fe Right-of-Way, including a survey of surrounding residents to determine their preferences toward reuse, and determining whether the original owners were compensated by Santa Fe when the right-of-way was acquired. Any evaluation of options for reuse of this land should include:

- researching title, and the implications of realigning the right-of-way, returning the land to the adjacent properties, fee simple
- returning some of the land and keeping a public walkway through the center
- retaining some or all of the land for various public uses, including (possibly): public park, community garden(s), bike path, par course.

OPEN SPACE/PARK FACILITIES INVENTORY

	<u>Facility</u>	<u>Location</u>	<u>Area (ac.)</u>
1.	San Pablo Park	2800 Park Street, between Russell and Ward Streets	12.95
2.	Grove Park	Martin Luther King, Jr. Way, between Russell and Oregon	3.09
3.	Prince Street Tot Lot	Prince St., between California and King Sts.	.15
4.	Greg Brown Mini-Park	1907 Harmon Street	.58
5.	Haskell-Mable Mini-Park	N/W Corner Mable and Haskell	.13
6.	63rd Street Mini-Park	63rd Street, between King and California Sts.	.19
7.	Malcolm X School Park*	Ashby Avenue between King and Ellis Streets	.22*

---

Total Parks Acreage \*      17 .09

(\*Total incl. City/Berk. Unified School Dist. Joint Property) (\*17.31)

OPEN SPACE/PARK FACILITIES INVENTORY (1986)

	<u>Facility</u>	<u>Location</u>	<u>Area (ac.)</u>
1.	San Pablo Park	2800 Park Street, between Russell and Ward Streets	12.95
2.	Grove Park	Martin Luther King, Jr. Way, between Russell and Oregon	3.09
3.	Prince Street Tot Lot	Prince St., between California and King Sts.	.15
4.	Greg Brown Mini-Park	1907 Harmon Street	.58
5.	Haskell-Mable Mini-Park	N/W Corner Mable and Haskell	.13
6.	63rd Street Mini-Park	63rd Street, between King and California Sts.	.19
7.	Malcom X School Park*	Ashby Avenue between King and Ellis Streets	.22*
			<hr/>
Total Parks Acreage			17.09
(*Total incl. City/Berk. Unified School Dist. Joint Property)			(*17.31)

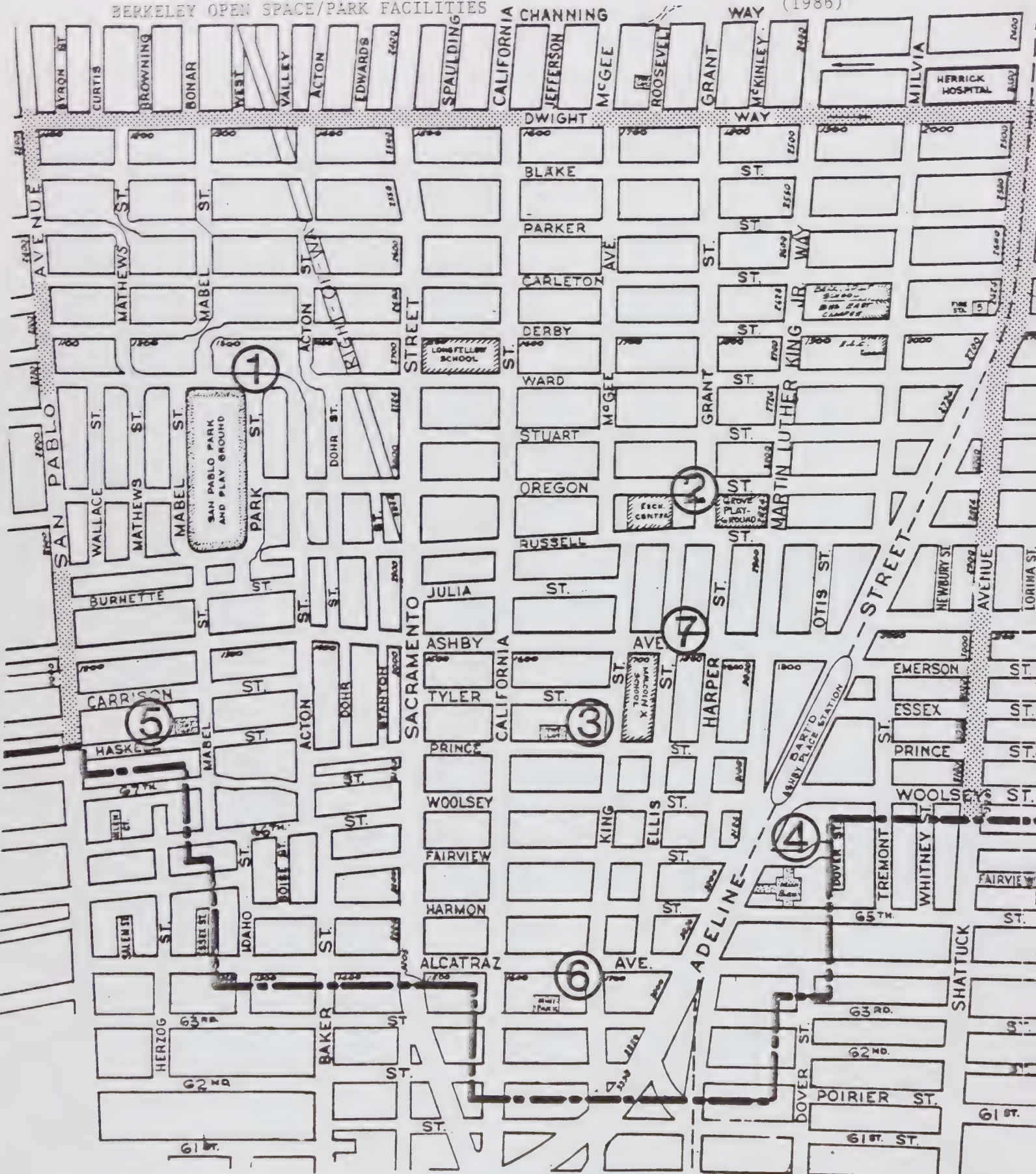
SOURCE: Parks and Marina Division  
Public Works Department  
City of Berkeley



## SOUTH BERKELEY

LOCATION OF SOUTH  
BERKELEY OPEN SPACE/PARK FACILITIES

(1986)

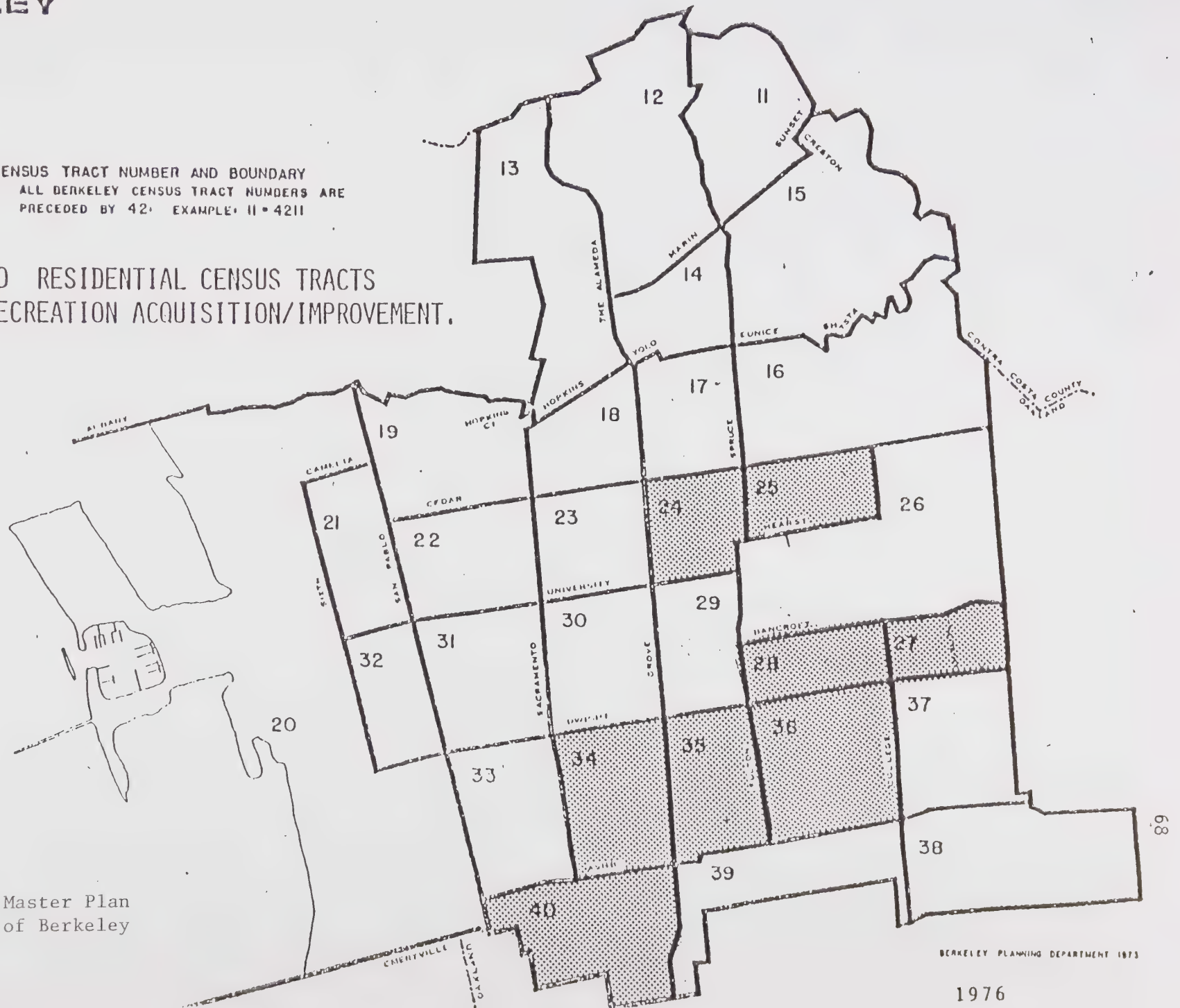


SOURCE: Parks and Marina Division  
Public Works Department  
City of Berkeley

# BERKELEY

**11** 1970 CENSUS TRACT NUMBER AND BOUNDARY  
 NOTE: ALL BERKELEY CENSUS TRACT NUMBERS ARE  
 PRECEDED BY 42. EXAMPLE: 11 = 4211

**HIGH DEMAND RESIDENTIAL CENSUS TRACTS  
 FOR PARK/RECREATION ACQUISITION/IMPROVEMENT.  
 (1977)**



SOURCE: 1977 Master Plan  
 City of Berkeley

BERKELEY PLANNING DEPARTMENT 1973

1976



# Historic Preservation Element





## HISTORIC PRESERVATION ELEMENT

### I. HISTORICAL BACKGROUND

Like most of California, South Berkeley was first occupied by Coast Indians who peacefully fished and hunted until the Spanish arrived in the 18th century. The land area which includes South Berkeley was part of a Spanish land grant which included much of Alameda and Contra Costa counties, granted to Luis Peralta in 1824. The land was subsequently split among Peralta's four sons in 1842 and Vincent Peralta inherited all the land between Richmond and Lake Merritt. After the Mexican-American War, the new government of California began to promote homesteading of Spanish land grants. Within the next few decades, homesteaders took possession of all of Peralta's land.

Between 1872 and 1892, the South Berkeley neighborhood grew as a local center of commercial activity and as a suburb of Oakland. The community had initially been identified by the major road between the land owned by two of the area's original settlers, Mark T. Ashby and Edward Dana Harmon.

Ashby had taken control of a piece of land which stretched from Adeline east to Telegraph and approximately from what is now Alcatraz to Ashby. Harmon arrived in the Bay Area from Ohio in the 1850's and established a farm on Lake Merritt. In 1861, he sold this farm and bought 135 acres extending west from Ashby's land. The border between their properties seems to have been Adeline Avenue. During the next eleven years, Harmon sold all but seventy-one acres. By 1872, he had given up farming, subdivided his remaining land, and had become a "builder of fine homes." By 1876, Ashby had split his land and sold one-half to a Mrs. Ann Dwyer.

#### Beginnings of a Community

From 1872 to 1891, Harmon built over forty Victorian homes in South Berkeley. Meanwhile, California's former Governor, Leland Stanford, was making arrangements to connect Berkeley to the main Southern Pacific Railway station in Oakland. He bought the right of way on what is now Stanford Avenue. Using this right of way, he connected Berkeley via Shattuck and Adeline to the main Oakland train station in 1876. A major stop on this line was on Adeline at Alcatraz with another stop on Adeline at Ashby. Thus this area became a major gateway between Oakland and Berkeley.

With attractive homes and nearby transportation, this small village of Lorin began to thrive during the 1880's. A post office was established in Mrs. Elizabeth Whitney's candy and notions store on the corner of Harmon and Calais (California). Park Congregational Church was founded in 1885 on the corner of Fairview and Ellis, and the Lorin School was built in 1889 at King, Ellis, Alcatraz and Harmon. Several more stores were constructed in the commercial area near the station.

People also began to identify their community with the railway stop. The earliest record of a popular name for the Alcatraz-Adeline stop was the name given to Mrs. Whitney's post office, "Lorin". The Adeline-Ashby stop came to be called Newbury Station.

By 1889, a description of the community proclaimed,

The thriving town of Lorin with its 150 houses, post office, church, and school house....is on the direct line both of travel of the proposed cable car lines, and, by virtue of its position and surroundings, is destined to become a market center.

#### Annexation and Commercial Development

In 1890, Berkeley decided that Lorin was a prize worth annexing and it was not long before the matter came to a vote. One poster called on Lorinites to vote for annexation because:

Lorin is growing rapidly and can no longer be considered "out of town." Lorin has a population of about 700 and must have sewers and other town improvements to secure healthfulness.

Accounts of Berkeley's annexation attempts claim that Lorin's borders were created so as to exclude landowners "in a position to defeat the annexation movement if they were included in the territory to be annexed."

Although it may have had no official borders, Lorin did develop folk boundaries. Newspaper and real estate descriptions before annexation describe it as extending east from San Pablo. Similarly, its other borders may have reached north to Russell (Berkeley's 1878 border) and south to Oakland's 52nd or 53rd Street. Within the area between San Pablo and Shattuck, three of the original subdivisions had the Lorin name (Lorin Park, Lorin Heights, and Lorin Villa). After annexation, the name Lorin was associated with a smaller area centered on Lorin Station at Alcatraz and Adeline.

Throughout its history, the community's commercial center has been at this focal point. Alcatraz and Adeline Avenues have been the locale of small shops which have continually served the needs of residents. Until recently, many local businesses had adopted the Lorin name. For example, thirty-two years after annexation in 1924, there was still a Lorin Tailor Shop, Lorin Fruit and Produce, Lorin Feed and Fuel Yard, Lorin Market, Lorin Beauty Parlor and the popular Lorin Theater within a block of Lorin Station. The 1924 "Berkeley Tourist and Business Survey" also listed W.T. Drake Printing and Company and Piggly Wiggly Groceria as tenants on the block. By this time, the area was also a major transportation nexus with five different train routes crossing the Lorin Station intersection.

The station itself was located at what is now 3273 Adeline, with the actual train stop at the corner of Alcatraz and Adeline. The building, which was known in recent years as Gordon's BART Plaza, was built in 1917, and is listed in the 1918 "city directory" as Ashby Furniture, home of the Bay Area's largest furniture store. Later, the building served as the stop's waiting lounge as well as a cigar store and coffee shop.

By the turn of the century, 1200 people or about 9% of the total population of the city lived in the area. The 300 or so Victorian homes which had been constructed by that time were located primarily in the Harmon and State University Homestead Association Tracts. (See Map 16)

#### Establishment of the Key Route System

In 1903, the Key Route electric train system established a line down Adeline with stops at the old Lorin and Newbury Stations. The new electric trains linked Berkeley to other parts of the region and turned the City into a Bay Area commuter suburb. The influx of refugees from the San Francisco earthquake and fire also contributed to a 1903-1910 population boom which had profound effects on the community and its architecture. New construction during this period reached record proportions. The Victorians were out of vogue and the revivals were "in". In both the residential and commercial areas, architects and builders revived the California Mission and the American Colonial style.

The Central Park Tract near the Grove Street and the Adeline Street rail lines grew up almost entirely during this period. This was true for the commercial areas near Grove and Ashby and the residential neighborhood immediately to the west. This was not the first time, however, that there was an attempt to develop this section of South Berkeley. J. B. Whitcomb of San Francisco subdivided the tract in 1887. Whitcomb billed the tract as a "suburb of San Francisco." He claimed that there soon would be graded streets and uniform rows of deciduous trees. Pure well water was only fifteen feet down, he advertised, and "the soil is rich loam, growing corn and such fruit as cherries, apricots, and plums to perfection.

Despite this well-calculated sales pitch, the land sold poorly until the Key Route was established. The instantaneous development of this neighborhood after the new rail line was built is very observable in the architecture which remains today: the streets of Central Park are virtually lined with Colonial Revival houses. The commercial districts at Adeline and Alcatraz and at Grove and Ashby also experienced significant growth during this period and were in their heyday by 1910.

#### Cultural Diversity of the South Berkeley Population

The people who lived in this area during the early 1900's were almost entirely White and predominately native-born. The Chinese servants and cooks who were employed in many northeast and south campus households were not in evidence in this less affluent neighborhood.

The ethnic composition of the majority White population was very mixed. One-quarter were foreign-born, and among the native-born, a majority were first-generation Americans whose ancestry could be traced directly to southern, northern or western Europe. In fact, the population of the area was ethnically similar to the City as a whole, although Ocean View (West Berkeley) had a larger population of newer immigrants. Most South Berkeley male heads of household were skilled workers or lower and middle class white-collar workers. Very few families would have described themselves as upper class and very few would have perceived themselves as poor. Indeed, this section of the City was solidly working or middle class.



Consistent with the times, the majority White population demonstrated extreme intolerance toward the migration of other ethnicities and cultures, as evidenced by an article on "Lorin Items" in the Oakland Enquirer, June 16, 1887, stating "an evil cloud hangs over town. A Chinese washman has been hunting for a house to do business in. Just turn the dogs and boys loose, please, when he comes again." This attitude was not limited to Lorin/South Berkeley; Chinese men often had to endure taunting and physical attacks in public street during these times, including grown men pulling their "queues" (long braids) as a form of torment. In subsequent years, the examples of racism and intolerance became less direct, but pervaded the Berkeley community, nonetheless. Up until the 1950's, real estate practices outside of South Berkeley were openly racist, with deed restrictions prohibiting sales of property to "coloreds and orientals"; and many businesses along San Pablo Avenue posted signs stating "no Negro trade solicited" throughout the 1940's.

Only two Black households are recorded in the 1900 Census. Probably coming to Berkeley in the 1890's, they settled within a few blocks of each other. Ella Duncan lived on King Street. She was born in New York in 1848 and was a widow with some formal schooling. She rented a room to Harry Dismell, a 36-year old Black man born in Maine, who was employed locally as a cook.

The Boykin family lived a few blocks away on Ellis Street. George Boykin was 63 and was born in the Midwest. Like Ella Duncan he had received some education, and worked as a janitor. The five Boykin children attended Lorin (Lincoln) School. The Duncan household and the Boykin family represented 14% of the total black population of the City. Berkeley's 66 Black residents seem even smaller when compared to Black populations of 1,026 in Oakland and 1,654 in San Francisco.

Berkeley's first Japanese residents came in 1884; by 1912, 500 Japanese lived in Berkeley. Early real estate practices restricted housing for the Japanese as well as for Blacks and Chinese, to that section of the City west of Grove Street and South of Dwight Way. Several Japanese preferred to live in Berkeley, although they were employed in Japanese commerce and banking in San Francisco. The San Francisco Yokohama Specie Bank had so many employees living in Berkeley that it provided them with a private tennis court on Acton Street.

After the turn-of-the-century, South Berkeley's non-White population began to make strides in the community toward improving the quality of life for them-selves and others. In 1905, Leon Frederic Marsh, a lieutenant in World War I, became Berkeley's first Black letter carrier (his wife, Vivian Marsh, later organized Berkeley's first free childcare center in South Berkeley). In 1906, Ora Chang became the first Chinese student to attend Berkeley Public Schools. With the help of a U.S. Senator, she broke the racial barriers and entered McKinley School. In 1909, Vivian Rodgers, a descendant of early Californian pioneers, became the first Black to graduate from the University of California at Berkeley.

The development of Black civic and social clubs in California was led by women who wanted to pursue cultural interests and provide charitable services. The Fanny Jackson Club, the oldest Black club in the State, was

founded on June 20, 1899, by Berkeley and Oakland women. The Mother's Charity Club, established in 1905, and the Phyllis Wheatley Club of the East Bay, organized by Hettie Blonde Tilghman in 1914, were active Bay Area groups cooperating for racial solidarity under the umbrella of the California State Association of Colored Women's Clubs. In 1928, men's organizations consisted of the East Gate Lodge 44 of the Prince Hall Masons in Berkeley. Many of the men were employed as cooks, waiters, red caps and porters on the transcontinental trains.

Throughout the 1920's and 1930's, immigrants to the South Berkeley area were predominantly Blacks from the rural south, and Japanese, with Japanese residents locating primarily in the very eastern section of the Mathews Tract and in the State Homestead Tract. (Until the late 1940's, there were few residents of Spanish or Mexican descent in Berkeley, with those who were here residing in the Ocean View/West Berkeley area.)

In 1940, Chinese, Japanese, Latinos and Blacks represented approximately 6% of Berkeley's total population of 85,547. Each group had their own community. Churches and social organizations were established. Whenever feasible, people patronized the businesses and professional services of members of their own race. The groups were small, so their activities were frequently joint enterprises with residents of neighboring cities.

The area remained relatively stable until the 1940's. This stability was ended during World War II, with President Roosevelt's Executive Order 1066. Stripped of personal and property rights, Japanese and Japanese-Americans were forced to relocate to internment camps throughout the country. As the Japanese were being relocated, hundreds of thousands of jobs were being created to support the war effort and the Bay Area experienced a major population explosion. Since there was already an established Black community in South Berkeley, many newly arriving Blacks moved to this area, occupying vacant homes left by relocated Japanese. (Indeed, a Black army camp, Camp Ashby, was established in 1942 at Ashby Avenue and 7th Street, in order to train military police for the Army.) In some instances, however, the Mason-McDuffie Company was active in managing properties owned by some Japanese, allowing many to reclaim their properties at the end of the War.

The influx of war workers stimulated housing construction. Many of the older homes in the Harmon and State University Homestead Tracts were torn down, and much of the remaining open space in all five tracts was used for these wartime houses. The World War II tract homes were modest, single-story bungalows of an earlier period, being small and inexpensive. Also like their Victorian, Colonial Revival, and bungalow predecessors, they were well-suited to the pocketbooks, social needs, and tastes of the families who lived in them.

The World War II period also saw the development of the area around Sacramento Street. Until the 1930's, much of the Street functioned as an alleyway. The Santa Fe Railroad ran through Sacramento Street, passing by what was then the backyards of some of the houses which were built. Most of the buildings fronting on Sacramento Street went up just after the War, when real estate prices made it profitable for the residents of Stanton

Street to lease their backyards out to merchants, or to become merchants themselves. It was in this brief strip of commercial activity that some of the areas' brightest spots were located, notably the Lark's Club (subsequently the Shalimar Club), the major nightspot for Blacks throughout Berkeley and much of Oakland.

## II. PROMINENT ARCHITECTURAL STYLES IN SOUTH BERKELEY

A contemporary observer walking the streets of the Harmon and University Homestead Tracts in 1900 would have seen about 40 Harmon Stick-style Victorians and 250 or so other homes in the Italianate and Queen Anne styles. Most of these homes would have been Queen Annes because they were popular when the area began to grow in the 1890's. Although a few scattered homes would have been found in other parts of South Berkeley, the area west of Calais (California) was largely undeveloped until after the turn of the century.

About half of the Queen Anne, Italianate, and Stick-style Victorians survived demolition. Today, there about 75 of these homes in the Harmon Tract, 25 in the State University Homestead Association Tract, 10 in the Mathews Tract, and one in the San Pablo Park Tract. This rate of demolition and rebuilding helps to explain why the Harmon and State University Homestead areas are so architecturally heterogeneous. Fairview Street between Sacramento and California is a good example. The 1900 Census showed 16 Victorian homes on the block. Although 7 survived, 9 of the homes were replaced with colonial revival row houses, bungalows, or modern apartments and homes.

There are more Stick-style Victorians in South Berkeley than in any other section of the City. The square vertical feel of these homes on Woolsey, California and Harmon Streets is emphasized by the square bays, board and batten panels, and the vertical stick-work boards nailed to the corners of the structure. The Italianates in the area are modest and in keeping with the social-economic makeup of the neighborhood. They are single-story and elegant. Most have hipped or low-gabled roof lines and shiplap (drop) siding. The windows of these homes have elegant hood or shelf moldings with distinctive double-curved brackets framing long, sometimes arched windows. The Queen Annes have a much more highly-decorative facade. They usually sport fishscale shingles, sunburst panels, ornate brackets and turned balusters. Most of these 19th century survivors are modest cottages like their Italianate contemporaries.

The early 20th century Colonial Revivals were a sharp contrast to their Victorian predecessors. They were large, garageless commuter homes located near the rapid transit system. Stylistically, they were a throwback to the architecture of Colonial America. These houses are characterized by a boxy shape, hipped roof, small central dormers, and clapboard wooden exterior siding. Many examples have angled bay windows and a small porch with classic columns, while others are more ornate. Most of these early homes have survived demolition and major structural changes.



About the same time that the Colonial Revivals were being built in Central Park, a very different type of neighborhood was developing in another area of South Berkeley. In 1906, the Mason-McDuffie Company subdivided the San Pablo Park Tract. The McDuffie plan was to build clapboard and craftsman bungalows around a formal urban park. Many of these modest dwellings were constructed, and in 1910 the land for the park was donated by the company to the City. Within four years, development funds were secured and the City's first park was laid out to include a swing, a seesaw, bars, and a football and a baseball field.

In 1912, a commuter train was established on California Street. The new rail line helped to stimulate housing construction in the heretofore undeveloped Mathews Tract.

While new buildings were still constructed in the old commercial and residential areas, a modern structure replaced the old Longfellow School at California and Derby in 1923. The popular California Bungalow also made its South Berkeley debut during the 1920's. This modest import from southern California was a significant feature of the Mathews Tract by the end of the decade.

The bungalow was very different from the Victorian and Colonial Revival homes so common in the tracts east of California Street. The bungalows were small, compact, usually single-story houses with "double mountain" roof lines and overhanging eaves. They had large open porches with elephantine columns. Typically, they were built with a large front window divided into three parts. The earliest models were finished with clapboard or wood shingle siding. These homes frequently had many of the characteristics of the Brown Shingle houses which were built in the eastern part of the City during the early 20th century. These characteristics included exposed rafters, projecting or diagonal brackets, and clinker brick chimneys. The bungalows of the 1920's and 1930's were almost exclusively made of stucco. (See Table 81)

### III. NEIGHBORHOOD PRESERVATION

South Berkeley is a vital community with a rich cultural and architectural history. The character of the community is maintained through its cultural institutions, economic revitalization, distinct residential neighborhoods, and, above all, the collective contributions of South Berkeley's residents and merchants.

Historic preservation in South Berkeley establishes a link between South Berkeley's past, embodied in its older residential and commercial structures, and the present, embodied in the daily use and appreciation of these structures. Historic preservation efforts must recognize current cultural and economic values and realities, while seeking to protect and preserve those buildings that most meaningfully reflect the community's past.

Neighborhood preservation defines historic preservation within the context of supporting and enhancing the existing community. The needs and concerns of people who occupy and use historic structures are integral to the



historic preservation process. Buildings lose purpose and meaning when separated from peoples' use and appreciation of them. Likewise, people can not be subordinated to buildings in an effort to preserve the past.

Neighborhood preservation recognizes the integrity and vitality of an existing community by requiring sensitivity to the economic and cultural effects of landmarking structures. Members of the community should occupy a major decisionmaking role in determining which buildings should be landmarked and in identifying rehabilitation standards that are affordable to low and moderate income merchants, residents and property owners. Community education regarding the value of historic preservation, the process for landmarking buildings and affordable rehabilitation approaches is critical.

The concept of neighborhood preservation allows the community to determine the historic value of its buildings, while recognizing that older structures are of value to the City as a whole. A community such as South Berkeley, which has a long history of maintaining and appreciating its older structures, is well-equipped to participate with the Landmarks Preservation Commission in determining which of its commercial and residential buildings should be designated for potential landmark status and assigning historic rehabilitation standards.

#### IV. LANDMARKS PRESERVATION ORDINANCE

In 1974, the City Council adopted the Landmarks Preservation Ordinance, designed to protect residential and commercial structures of historic merit from insensitive alteration, remodeling, or demolition. As specified in the Ordinance, the basic intent is to protect structures and sites which are reminders of local, state or national history. Additionally, the Ordinance attempts to:

- preserve the many architectural styles considered to be unique and irreplaceable assets; and
- support the rehabilitation of structures and sites which enhance property values, stabilize neighborhoods and which reflect the City's cultural, economic, political, social and architectural past.

Presently, however, Berkeley's Citywide preservation program is without the necessary policy direction to guide its actions in specific neighborhood areas to achieve the desired balance of new development, revitalization and preservation. One of the purposes of this element is to suggest policies and guidelines which will stress historic preservation within the framework of the needs of the community.

As provided in the Ordinance, the duties of the Landmarks Preservation Commission (LPC) is to establish and maintain a list of structures, sites and districts having a special value. This list is then used to designate both landmarks and historic districts. The designation of a building, structure or site enables the LPC to review permits for new construction, alterations and demolition of landmarks. The LPC also has the right to suspend a demolition permit from 6 - 12 months in order to investigate alternatives to demolition with the property owner.

The LPC uses the following general criteria when considering possible landmark status which include the following:

- architectural merit
- cultural value
- educational value
- historic value
- age and scale of structure
- affect upon architectural features, special character, or special historical or aesthetic values viewed in themselves and in their setting

The LPC reviews those alterations to the exterior of a landmarked building which are subject to a building permit, except in the case of public buildings, which are subject to review for both interior and exterior alterations. When reviewing proposed alterations, the Commission evaluates the proposal for:

- the impact of the work upon the building design
- the impact of the work upon architecture
- the impact of the work upon other buildings in the area and the reasons for which the subject structure was designated

As indicated above, landmarking a commercial or residential building limits the restorative and rehabilitative work that can be done on that building, and may, in addition, limit changes of use. The specific ways in which a landmarked building can and cannot be altered, however, need to be clearly spelled out. An initial question that must be resolved is whether the standards of historic restoration, as opposed to historic rehabilitation, must be observed. Historic restoration is a more expensive process which requires that the building be returned to its original, historic state. Historic rehabilitation, on the other hand, does not require replacement of historically altered building elements. The property owner must preserve the historic building elements that remain and cannot further alter the existing historic elements.

An additional issue which is of major importance to a low income community such as South Berkeley is the cost of historic rehabilitation. It is important to develop and specify historic rehabilitation standards that minimize costs to the property owner, while maximizing historic preservation efforts.

The presentation of historic rehabilitation standards could be accomplished as an amendment to the Landmarks Preservation Ordinance, or adopted by the LPC as regulations under the Ordinance. Historic rehabilitation standards should include:

- a. detailed references to all exterior building systems (windows, siding, stairs and porches, roof, cornices, doors, foundation)
- b. architectural drawings of building details
- c. suggestions regarding: building materials, including presentation of the least expensive materials that could be used; color schemes; methods for doing the work

Historic rehabilitation standards should be developed using existing building codes, including the Department of the Interior's standards for historic rehabilitation, Department of Housing and Urban Development standards, and other residential and commercial codes that may be relevant. The objective would be to develop low-cost standards for building repair that would serve the purpose of historic preservation.

There are currently 110 City landmarks, the following of which are located in South Berkeley:

Address/Original Name	Year Built	Date Landmarked
3228 Adeline/Carlson's Block	1903	7-19-82
3250 Adeline/India Block	1903	7-19-82
3286-3290 Adeline/Wells Fargo Bank	1906	7-19-82
3332 Adeline/Lorin Theater	1914-20	6-21-76
1802 Fairview/Park Congregational Church	1910	6-21-76

#### V. CURRENT PERSPECTIVES ON PRESERVING SOUTH BERKELEY'S HISTORY

The architectural heritage of the South Berkeley community is well-defined through the examples which provide living testimony today. The prevalence of these structures is such that residents not only have a strong sense of the difference between older and newer styles of architecture, but also accept the older structures as making a substantial contribution to the character of the community. In most cases, this awareness of heritage operates to make residents sensitive to the need to preserve these "keys to the past." In some cases, however, the prevalence of these structures may lead to their being taken for granted, with building improvement or remodeling efforts occurring without a sensitivity for the large and small details which serve to distinguish the various architectural styles.

#### Information on Rehabilitation

There has been a variety of documents prepared nationwide which focus upon historic types of architecture and the stylistic features which identify them. A book which is of particular use in South Berkeley was prepared for the City of Oakland, entitled Rehab Right (Helaine Kaplan Prentice and Blair Prentice, Ten Speed Press, 1978). This book provides sketches of architectural types which were prevalent in Oakland from the 1860's to the



1940's (and in Berkeley, as well), notable features of each types, tips on how to preserve these features when performing building improvements or remodeling, and general prices and suppliers of materials. Given the documented poorer condition of older structures in South Berkeley and the City efforts to promote rehabilitation efforts therein, this document should be made available at all public outlets in South Berkeley, and with all building permits and rehabilitation loans and grants for the area.

#### Application of the Landmarks Ordinance in South Berkeley

Since the adoption of the Landmarks Preservation Ordinance (LPO), the South Berkeley community has evaluated issues surrounding the preservation of their architectural heritage, in order to establish a South Berkeley orientation to the application of the LPO provisions. The application of the Ordinance should be appreciative of South Berkeley's distinct cultural heritage. Further, there is a perception among some South Berkeley residents that the LPO is being imposed on the community without regard to the concerns of individual property owners. These same individuals are also interested in preserving South Berkeley's history, elements of which are manifested in the older commercial and residential structures. There are many other South Berkeley residents who remain uninformed regarding the existence of the LPO.

In order to assure that South Berkeley's needs are addressed within the context of the preservation of historically significant structures, it would be most appropriate to convene a committee of Landmarks Commissioners, South Berkeley residents and other individuals active in addressing historic preservation. The function of the committee would include refining the criteria for designating landmark structures, conducting an historic architectural survey of South Berkeley, and defining locally-oriented guidelines for the application of the Landmarks Ordinance. In addition, the committee might develop a program of publicizing historic preservation efforts, as a means of educating the community.

South Berkeley residents should be involved in the application of the LPO to this community. Community input will ensure an approach to historic preservation that is sensitive to South Berkeley's concerns and incorporates residents' expertise and values.

#### Balancing Historic Preservation With Other Community Goals

This element describes the significance of historic preservation as a community objective, in order to maintain these examples of the community's heritage for the current and future populations. While designing City programs for the allocation of funds for community revitalization, housing production, housing conservation and commercial revitalization should take priority over historic preservation. This need not be a conflict; the efforts of individual property owners and tenants in preserving their building can provide the care and attention necessary in protecting the architectural integrity.



## Creating a Community Museum

The South Berkeley community has a rich, multi-cultural history which needs to be permanently showcased and chronicled in order to remain actively available to young and old, local and non-local alike. The provision of a "Lorin Museum" would serve not only as a showcase and archive for the community, but as a monument to both the past and future of South Berkeley.

## VI. HISTORIC PRESERVATION - Goals and Policies

GOAL 1.0: Promote historic preservation in South Berkeley as one aspect of neighborhood preservation, linking the preservation of historic structures to the retention and enhancement of the existing community and its traditions and values.

- 1.1 Establish a South Berkeley Historic Preservation Committee to develop a set of criteria for landmarks designations and guidelines in the application of the Landmarks Ordinance which are oriented to the needs of the South Berkeley community. The Committee should be composed of members of the South Berkeley Neighborhood Development Corporation, the Landmarks Commission, the Planning Commission, the Board of Adjustments, South Berkeley residents, business owners and architects, Berkeley Architectural Heritage Association members, and other appropriate persons. The South Berkeley Historic Preservation Committee should serve as an advisory body to the Landmarks Commission. Committee review of proposed landmarks, demolition or building alteration applications should include the input of the property owner. The grounds for appeal of any Landmarks Commission decision should include the recommendations of the South Berkeley Historic Preservation Committee.

Additional activities of the committee should include:

- a. developing a profile of South Berkeley's historic buildings, including general building types and specific structures. This profile should place these structures within the cultural and economic context in which they are currently used.
- b. Develop a working document outlining the linkages between historic preservation and neighborhood preservation for use by the Landmarks Preservation Commission, the Berkeley Architectural Heritage Association, and any other organizations developed to promote historic preservation in South Berkeley
- c. Define the relationship between historic preservation and neighborhood preservation in all reference guides that are developed to assist South Berkeley residents and property owners in identifying and rehabilitating historic structures

- d. Evaluate proposals to landmark South Berkeley structures and rehabilitation guidelines applied to individual historic South Berkeley buildings in the context of promoting neighborhood preservation.
- 1.2 Amend the Landmarks Preservation Ordinance (LPO) to reflect existing community values. Specifically, the LPO should be amended to:
- a. include more specific criteria for designating landmarks, historic districts, and structures of merit
  - b. include a reference to the value of preserving neighborhoods, of which historic structures form one part. The LPO should include a separate section on neighborhood preservation explaining this concept and specifying historic rehabilitation standards sensitive to income considerations. This section should discuss the value of preserving structures that may be old but to not qualify for landmark designation
  - c. draw distinctions between historic rehabilitation standards and historic restoration standards, and indicate where each standard is appropriate
  - d. specify historic rehabilitation standards as one component of neighborhood preservation. While the body of the document could present these standards at a more general level, there should be an appendix that lists the specific standards and provides drawings of details
- 1.3 Maintain the quality and affordability of existing structures in undergoing historic preservation efforts.
- 1.4 Promote the usage of the booklet "Rehab Right", developed for the City of Oakland, for homeowner use during remodeling or renovation of buildings of historical significance. This booklet should be made available to the public at the City zoning and building permit offices, public libraries, hardware stores and other visible public places within the community.
- 1.5 Regulate the site design and operation of commercial establishments through the Design Review process, to promote design compatibility with adjacent structures of historic value.

GOAL 2.0: Promote the historical value of the South Berkeley Community.

- 2.1 Explore the possibility of locating a community-oriented museum in South Berkeley, possibly at the old Wells Fargo

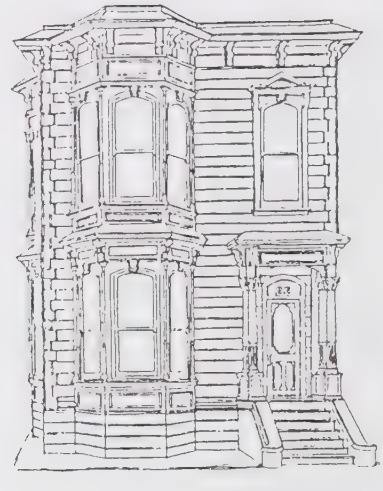
Bank building or the Black Repertory Group Theater facility, providing a showcase and official archives for the early multi-cultural history of the community as well as past and continuing important events and achievements of the local citizenry.'

- 2.2 Identify appropriate locations for historical markers, recognizing the multi-cultural background of the community, and highlighting sites, events and community leaders of historical significance.
- 2.3 Encourage the City Council to establish a design competition for urban design improvements/a gateway to South Berkeley, incorporating the "Lorin Town" heritage.
- 2.4 Approach the Bay Area Rapid Transit District Board, requesting that they rename the South Berkeley BART Station the "Lorin Station", in order to reflect the history of the South Berkeley community.

HISTORIC ARCHITECTURAL STYLES (1987)



San Francisco Stick  
(late 1870's-1890's)



Italianate  
(mid 1860's-1880's)



Queen Anne Cottage  
(1883-1890's)



Classic Box  
(1890-1910)

SOURCE:  
Rehab Right  
Prentice, Ten  
Speed Press, c.1978  
1987 Edition



California Bungalow  
(1910-1925)





Subdivision Line

# Community Resources Element



## COMMUNITY RESOURCES ELEMENT

### I. Introduction

South Berkeley can certainly be considered the most diverse community within Berkeley. Comprised of a wide range and large individual groups of ethnicities, ages, and income levels, South Berkeley's local background is as significant as its contribution to Berkeley as a whole. It is the nature of this diversity which has established the need for a strong network of services to the community, as well as has developed the network itself.

### II. Background

According to the 1980 U.S. Census, South Berkeley has a population of approximately 15,900 persons, of which 68% is Black (10,850 persons). The age ranges in South Berkeley are somewhat similar to those represented City-wide, with the exception that the under-15 population is slightly higher (19% and 13%, respectively); the 15-to-34 population, a sizable portion of the new entrants to the working force, is substantially lower in South Berkeley (37% and 50%, respectively); and the over-55 population is somewhat higher in South Berkeley (12% and 8%, respectively). (While examining the respective percentages, it should be noted that the City-wide percentage includes South Berkeley population numbers, thereby altering the percentages which are actually reflective of the population outside of South Berkeley.)

As is noted in other sections of the Area Plan, persons and families living below the poverty status and the unemployment rate is substantially higher in South Berkeley than occurs City-wide. In fact, income levels in all categories, and particularly among Black families, are substantially lower in South Berkeley than City-wide; and unemployment levels among Blacks are critically higher in South Berkeley than City-wide.

The long-standing difficulties faced by many South Berkeley residents in pursuing a decent standard of living is well-documented, and contribute to the need for a strong network of resources to the community for improving the quality of life.

The recognition of the need for locally-available community resources initially began to occur during the 1960's, through the creation of the Berkeley Model Cities Program. This Program and the Office of Economic Opportunity-funded Community Action Agency attempted to take a broad approach to a range of problems in the community, and address such problems through a policy board comprised of community members. As changes occurred in federal administrations and the funds available for the Model Cities Program were eliminated, local municipalities took a greater role in addressing social service needs. In many cases, however, government bureaucracies are limited in their ability to both understand and appropriately address the needs of minority communities, and therefore,



some communities have begun to exert a more assertive role in addressing their own needs, and those of its members. Contributing to this response, no doubt, is the large southern tradition, frequently prevalent in Black communities, of considering the community as an extension of the family, thereby prompting community-wide efforts in the aid of needy members. An additional factor in the need for locating community services within the service areas is the frequently-limited information which people have about where to look for assistance; and the travel limitations which affect many potential recipients of assistance, particularly seniors and the handicapped.

Another factor affecting the quality of life in South Berkeley has been the emergence of illegal and undesirable activities, particularly in a manner which is highly visible within the community. Over the past ten years, the increasing national trend in drug traffic and usage has been especially notable in South Berkeley, among several other Bay Area communities; and while these activities occur in neighborhoods of all income levels, lower-income neighborhoods are generally the most sensitive to the presence of such activities due to the frequently blatant street transactions, accompanying crime (robberies, burglaries, etc.) resulting from the ever-increasing need for cash to accommodate drug dependencies, and intimidation of local residents from reporting such activities to the police. Due to the intensity which these conditions have reached, the South Berkeley community has pressured the City Council and Police Department to maximize police efforts in eradicating such activities; has formed "neighborhood watch" groups to monitor the criminal presence in their areas; as well as has worked with community-based organizations and the Public Schools District to minimize the potential for youths to become active in drugs and crime.

### III. Community Resources Network

The network of resources available to the community which has emerged has resulted in a multi-faceted approach to the provision of services in a manner which attempts to avoid gaps in services and assistance. The following lists of services and agencies represents the current range of resources; in some cases, however, their composition indicates additional needs which may not be currently served and the potential for bridging some service gaps.

#### A. Health Programs

##### 1. Over-60 Clinic (1860 Alcatraz)

Through funding from the City of Berkeley, state funding, and direct billing of medicare, medicaid and sliding scale/private payments, the Over-60 Clinic provides a full range of health services to local seniors, including general medical services and referrals, blood pressure and hypertension screening, and dental services.

2. Berkeley Addiction Treatment Services (BATS) (2975 Sacramento Street)

Funded by the Alameda County Alcohol and Drug Abuse Program, BATS provides a community-based methadone program for heroin addicts who are at least 21 years old. Open from 5:30 a.m. to 2:30 p.m., the Program focuses on the most difficult addiction problems, in that clients must be currently addicted, with a two-year opiate use history and two prior treatment attempts.

3. South Berkeley Women's Clinic (1802 Fairview Street)

Funded through the City of Berkeley's Community Services Block Grant Program (CSBG), the South Berkeley Women's Clinic provides low-cost, full-service health care to women of all ages, with no residency requirement. The primary health services focus upon prenatal/gynecological care, while providing mental health peer counseling and AIDS information, as well.

4. The Berkeley Academy (2880 Sacramento Street)

This program serves as a residential treatment center for emotionally disturbed adolescents, ages 12 to 18. Associated with the Institute for Clinical Developmental Psychology, the Academy does not charge a fee for services, and has no specific eligibility requirements.

5. Berkeley Mental Health Clinic (1925 Derby Street)

Operated by the City of Berkeley, the Clinic provides mental health services and drug and alcohol treatment services to Berkeley residents. The fees charged by the Clinic are determined on a sliding scale.

6. Health Programs Outside of South Berkeley, With a Large South Berkeley Clientele

a. Women, Infant and Children Program (830 University)

Operated by the City of Berkeley, this supplementary food program serves pregnant women and women with children under 5 years, providing individual nutritional counseling and food vouchers for clients. Recently relocated from 1890 Alcatraz Avenue, this Program continues its outreach to South Berkeley women and families.

b. Seniors Preventative Health Care Program

Operated by the City of Berkeley, Public Health Nursing Division, the Seniors Preventative Health Care Program focuses upon exams and health testing of vision, hearing, blood pressure, and blood testing, dental exams, and dietary review to encourage a

preventative approach to the health care of seniors. The services are provided by appointment at various Senior's Centers throughout the city, including the South Berkeley Senior Center. In addition, the Program offers quarterly work-shops on health care, diet, exercise and other health-related issues.

#### B. City-Operated Community Service Programs

##### 1. South Berkeley Senior Center (2939 Ellis Street)

Along with the North and West Berkeley Centers, the South Berkeley Senior Center provides general support to area senior residents including daily, specially-prepared lunches; arts and crafts classes; informational and health-related workshops, including visits from health practitioners; special events and general recreation. The Senior Center particularly serves as a continuous meeting place for community peers.

##### 2. Frances Albrier Center (2300 Park Street)

In addition to providing indoor recreation for San Pablo Park users, the Frances Albrier Center provides tutorial services, self-improvement classes for youth and adults, youth leadership training, and special field trips. A primary objective of the Center is to provide alternatives to "hanging out" on the streets and gang involvement for local area youth.

##### 3. Youth Employment Services (1730 Oregon Street)

The Youth Employment Services (YES) program provides job placement services during the summer months for low-income youth between 14 and 22 years, as well as provides workshops to learn job search skills. In addition, YES provides year-round support services for another 200 youths in Jobs West, an Alameda County-sponsored employment and training program.

##### 4. Young Adult Project (1730 Oregon Street)

In existence for 15 years, the Young Adult Project provides tutorial assistance, counseling services, and cultural and recreational activities and outings to Berkeley young people between the ages of 2-1/2 and 25 years.

##### 5. Community Energy Services (1890 Alcatraz Avenue)

Operated by the Office of Economic Development, the Community Energy Services (CES) office provides a one-stop informational center for energy conservation programs, located in a manner which increases its accessibility to energy programs' participants. CES features a range of programs designed to encourage retrofitting of commercial and residential buildings for energy conservation, as well as to assist with emergency energy needs, as follows:



- a. Low-Income Weatherization Program - Provides grants for the free installation (labor and materials) of energy cost-savings features for residents with an income which is less than 80% of the County median income. The Program also periodically provides loan subsidies for residents with an income which is between 80-150% of the County median.
- b. Energy Crisis Intervention Program - This Program provides payment of PG&E bills for very-low income (50% or less of the County median income) residents, in emergency situations. In order to reduce the potential for emergency recurrences (i.e., very costly energy bills), recipients are encouraged to apply for the Low-Income Weatherization Program (see above).
- c. Community Energy Services Corporation (CESC) - CESC provides a full range of energy services to residents, businesses and community agencies. The purpose of CESC is to provide a linkage between the various energy programs.

C. Community-Based Service Programs/Centers (Private Non-Profit)

1. Inter-City Services (3101 Sacramento Street)

Operating since July 1984, Inter-City Services' (ICS) programs are designed to provide educational opportunities and advancement, develop marketable skills in the computer and clerical fields, provide job placement assistance, and provide education/job counseling services. Funded by the City of Berkeley, County of Alameda, various government agencies and corporate and individual donations, ICS' clientele consist of single-parent/AFDC recipients, high school dropouts, unemployed due to technical advancements and low skills, the homeless, recovering substance abusers, displaced homemakers and recent immigrants. The ICS employment and training services include GED and SAT preparation, clerical training, computer application (operations and word processing), and microcomputer service technician training (theory and job placement).

2. Lizzie's Upholstery (2053 Oregon Street)

Through funding by the City of Berkeley and other sources, Lizzie's Upholstery provides individuals with training and job placement in the upholstery and furniture repair field.

3. Veteran's Assistance Center (1720 Oregon Street)

Through funding from the City of Berkeley, and federal and state agencies, the Veteran's Assistance Center (VAC) provides job counseling, training and placement services, as well as peer counseling and crisis intervention. While primary emphasis is upon serving Vietnam-era veterans, VAC also provides limited job placement services to other Berkeley residents.



4. Bay Area Urban League (1720 Oregon Street)

Through funding from the City of Berkeley (Job Training and Partnership Act), the Berkeley Office of the Bay Area Urban League provides Berkeley youth and adults with job search workshops, vocational counseling and testing, referrals to skills training classes, on-the-job training and job placement services.

5. South Berkeley YMCA Resource Center (2901 California Street)

The South Berkeley Branch of the YMCA provides tutorial programs for youth from 6-13; adult fitness, karate/judo, and dance classes; tournaments and athletic leagues; youth leadership training; and family events and trips, including summer day and camping trips.

6. New Light Senior Center (2901 California Street)

Through funding by the City of Berkeley, corporate/private donations, and general fundraising activities, the New Light Senior Center provides South Berkeley seniors with general information and referral services, scenic tours and trips, exercise and other classes, special events and parties; rental assistance; and no-cost, specially-prepared lunches.

7. Berkeley Youth Alternatives (BYA) (2141 Bonar Street)

Berkeley Youth Alternatives is a crisis intervention program for youth 10-17 years. Through referrals from the Alameda County Probation and Berkeley Police Departments, BYA provides individual and group counseling for troubled youths and families, as well as emergency foster home placement when necessary. The program also conducts youth employment services (hiring and supervision) through a contract with the City of Berkeley Parks Division; and a general recreation program, including a basketball league team, funded by a private foundation.

D. Community Childcare Resources

1. Childcare Referral Agencies

a. BANANAS (6501 Telegraph Ave., Oakland)

BANANAS is a childcare referral agency serving the Oakland-Berkeley-Albany area. BANANAS provides childcare advocacy for day care centers, family care homes, babysitting parent cooperatives, and nursery schools. In addition, BANANAS provides a toy recycling program, a job file and childcare workshops.

- b. Bay Area Licensed Day Care Operators (BALDCO) (1890 Alcatraz Ave.)

BALDCO is a childcare referral agency for license day care centers and family day care homes. Through funding by the City of Berkeley and the State Department of Education, BALDCO also issues vouchers for full or partial payment of childcare for low-income families.

## 2. Childcare Centers

The following non-profit and for profit establishments provide child-care services, on various payment schedules, for more than 12 children (there are many family care homes in and around South Berkeley, providing childcare for up to 12 children, too numerous to be mentioned here):

- a. King Child Development Center (1959 Derby Street)
- b. Ephesian Day Care Nursery (1907 Harmon Street)
- c. Progressive Christian Day Care Center (1728 Alcatraz Ave)
- d. Caring Center (2731 Regent Street)  
(The Caring Center provides childcare services for special needs children only, e.g., behaviorally disordered, emotionally disturbed, etc.)

## 3. Berkeley Public Schools - Extended Day Care Centers

The Centers are funded by Berkeley Public Schools, and offered to parents who are either working or full-time students on a sliding-scale basis, before and after school hours.

- a. Jefferson School (1400 Ada Street)
- b. LeConte School (2241 Russell Street)
- c. Longfellow School (1500 Derby Street)
- d. Washington School (2300 M.L.K., Jr., Way)
- e. Columbus School (1460 - 7th Street)

## E. Community Cultural Resources

### 1. South Berkeley Branch Library (1901 Russell Street)

One of five branches of the Berkeley Public Libraries, the South Berkeley Branch features programs which are designed to meet the cultural needs of the surrounding community, with readings from children's books by Black authors, Black History Month programs, etc. In addition, the Library serves as a community bulletin board for notices of particular interest to surrounding neighborhoods.

2. Black Repertory Group, Inc. (1719 Alcatraz Avenue)

Currently in its 21st year of operation, the Black Repertory Group (BRG) has become a major community institution with a goal of using the "dramatic arts as a means of solving community problems and fostering community self-expressing." To accomplish this goal, the BRG offers four regular programs: the Production Season, the New Arts Experience Program, Free Workshops, and the Community Arts Outreach Program.

- a. Production Season - This constitutes the primary program effort of BRG. It consists of five plays by major Black playwrights that typically run six weekends each on an annual basis during the months from November through late-June and early-July.
- b. New Arts Experience Program - This program is designed to provide staging opportunities for local unknown playwrights. Nine such opportunities are provided on an annual basis, with each production running for four consecutive Sunday evenings.
- c. Free Workshops - The objective of this Program is to provide training workshops continuously throughout the year for young people from the ages of 6 to 18. Training covers the areas of drama, movement, scene study, improvisation and creative writing.
- d. Community Arts Outreach Program - The objective of this seven-year old program is to bring workshops and performances directly to people who are handicapped or other have only limited access to BRG's services.

The BRG's theatrical productions and activities give first priority for acting, directing, and related opportunities to community people, most of whom have no professional acting or directing ambitions, and simply want to perform as a way of enhancing their personal growth.

After many years in undersize, insufficient accommodations, the BRG will be moving into a 200-seat theater facility at the southeast corner of Adeline and Fairview Avenues. The building is being constructed by the City of Berkeley, for long-term (99 year) lease by the BRG.

3. South Berkeley Churches

As indicated above, the church has traditionally represented the major resource for culture within the Black community. Beyond providing a source for spirituality, the church has been the only continuous source of community activities (and activism) through its various committee, memberships, and auxiliary organizations. An obvious example is the pivotal role of the southern churches

in the Civil Rights Movement. Locally, the role of the church in community life is exemplified through the active participation in addressing the problem of crime and drugs in South Berkeley and other local communities, which has come from the churches and, particularly, the Ministerial Alliance. Further, churches have been traditionally responsible for providing cash and in-kind assistance to families in need, both among and outside of their congregations. During recent decades, churches have increased their visibility in Black communities through their development of credit unions, day care centers, and low-income and senior housing complexes. But even at its simplest form, the church has represented a community meeting place for generations of families.

While the various churches in South Berkeley are clearly representative of the broad range of ethnicities in the community, most of the churches have predominantly-Black congregations:

- a. All Nations Church of Christ Holiness (2003 Woolsey)
- b. Berkeley Higashi Honganji (1524 Oregon)
- c. Berkeley Methodist United Church (1710 Carleton)
- d. Bethlehem Temple (2703 California)
- e. Bible Way Church of God in Christ (3094 King)
- f. Christian Layman Church (1707 Ward)
- g. Church By The Side Of The Road (2108 Russell)
- n. Deliverance Temple Holiness Church (1918 Blake)
- i. Divine Healing Holiness Church (1520 Alcatraz)
- j. Ebenezer Baptist Church (1839 Woolsey)
- k. Ephesian Church of God in Christ (1709 Alcatraz)
- l. Galilee Baptist Church (1518 Woolsey)
- m. General Assembly Church of Berkeley (1521 Derby)
- n. McGee Avenue Baptist Church (1640 Stuart)
- o. Mt. Zion church of God in Christ (1601 Carleton)
- p. Ollie Grove Baptist Church (1800 Mable)
- q. Phillips Temple CME Church (3332 Adeline)
- r. Progressive Baptist Church (3301 King)
- s. South Berkeley Community Church (1802 Fairview)
- t. St. John's Russian Orthodox Church (1900 Essex)
- u. St. Paul AME Church (2024 Ashby)
- v. Thai Buddhist Temple Mongkolratanaram (1911 Russell)
- w. The Word (1614A Woolsey)

## F. Community and Neighborhood Organizations

### 1. Community-Wide Organizations

- a. South Berkeley Neighborhood Development Corporation (SBNDC)  
(2180 Milvia)

The South Berkeley Neighborhood Development Corporation is a public, non-profit organization, developed for the purpose of contributing to the revitalization of the South Berkeley



Community, in a manner which maximizes opportunities for community ownership and/or community control of economic development projects. The SBNDNC is led by an elected board of directors comprised of South Berkeley residents, and by Executive Director The SBNDNC also receives City support, particularly from the Office of Economic Development. The basic goals and purposes of the SBNDNC are to initiate, operate and encourage economic revitalization, human development, and community service projects and programs that will improve the quality of life for all South Berkeley residents, especially underserved residents and or those of low and moderate income.

b. NAACP - Berkeley Branch (Frank Brown - 2004 Russell St.)

The NAACP is the largest and oldest civil rights organization in the country, which continually fights for full freedom for Blacks and other ethnic groups. The NAACP has won many victories in U.S. courts and continues to work to overcome racial hatred, bigotry and poverty. The local Berkeley Branch monitors the impact housing, jobs, and education on Black families and other ethnic groups, particularly in South and West Berkeley.

c. Berkeley Black Caucus

(Margot Dashiell c/o P.O. 3303, Berk., 94703)

The Berkeley Black Caucus (BBC) is a progressive political organization which takes positions on issues and candidates. The BBC began in 1969 and was important in forging improvements in the status quo in the 1970's. Although dormant in 1976, it was revived in March of 1986. At present, the BBC views economic development, education, education, housing and crime prevention as crucial issues in the Black community.

2. Neighborhood Organizations

(Not including "neighborhood watch groups", see "Section F. Crime", below.)

a. San Pablo Neighborhood Council

Attn: Leon Maybuce  
3007 Sacramento Street

b. Newbury Street Association

Attn: Kenneth Hawkins  
2921 Newbury Street

c. Savo Island Neighborhood Association

Attn: Martha Bielawski  
2028 Parker Street

d. Bartview Neighborhood Association

Attn: Les Shipnock  
2071 Emerson St.

- e. McGee Neighborhood Association  
Attn: Brad Walters  
2332 McGee Street
- f. Acton-Carrison Improvement Corp.  
Attn: R. W. Harmon  
3009 Acton Street
- g. Stanton Street Association  
Attn: Olga Norman  
3009 Stanton Street
- h. Tyler Street Neighborhood Assn.  
Attn: David Johnson  
1651 Tyler Street
- i. Harriet Tubman Tenants Council  
Attn: Mr. Samuel Franklin  
2870 Adeline Avenue
- j. Savo Island Co-op Homes  
Attn: Marcus Mosely  
2032 Ward Street

#### G. Crime

As stated, the incidence of criminal and undesirable activities (loitering, youth and adults hanging-out on street corners, burglaries, assaults, shootings, drug traffic, etc.) has seriously impacted the quality of life in South Berkeley, as well as the general appearance and image of the community. While the incidence of crime in South Berkeley is significant, the perception of such activity is even higher, further impacting the image of the community and the psyches of neighborhood residents. Recent Police Department statistics reveal an overall reduction in reported major offenses between 1985 and 1986, with a 3% reduction City-wide and a 5.7% reduction in South Berkeley. Much of this reduction can no doubt be attributed to local improvements in jobs and other services, as well as to the success of neighborhood watch groups. As gratifying as these reductions may be, the still-significant degree of crime which exists indicates no cause for celebration.

In response to the general outcry regarding crime in Berkeley, the Police Department has developed a variety of programs to increase public awareness for crime reporting and prevention, and enhance the image and accessibility of the Police within the community, with some of these programs specifically targeted to South and West Berkeley neighborhoods.

1. Neighborhood Watch Program - One of the most widely implemented of the Crime Prevention Bureau programs, Neighborhood Watch helps to create an atmosphere of resident control over the neighborhood as well as provides an

opportunity for neighbors to become better acquainted. Upon request, a crime prevention officer and the beat officer for the respective block will attend a meeting organized by local residents. The officers will explain how to recognize suspicious activity, how to report such activity to the Police (911), discuss personal and physical security, and then assist in developing a telephone network for the Neighborhood Watch Block. There are currently 58 neighborhood watch groups in South Berkeley, the area of the City with the largest degree of participation in the Program.

2. Senior Watch - Berkeley Police Officers make monthly presentations at the Seniors Centers with information about crime trends in their neighborhoods. The seniors are also educated in crime prevention and personal safety.
3. Business Watch Program - Business Watch is a program designed similarly to the Neighborhood Watch Program, yet tailored to the business community. Robbery, burglary and shoplifting prevention programs are available for business owners and employees. These programs can be scheduled before or after business hours for minimal disruption of trade. Check/credit card fraud presentations are also available.
4. Operation I.D. - The Police Department has made available electric engravers to be used in etching identification numbers on property, making it less attractive for a burglar to take and more difficult to sell.
5. Residential Security Program - Upon request, a police officer will visit individual homes and make a thorough assessment of their security needs. The survey includes lighting, planting, out structures (sheds, garages, etc.), alarms and hardware appliances.
6. Personal Safety and Rape Prevention - The Crime Prevention and Sex Crimes Bureau jointly coordinate programs and presentations on personal safety or rape and sexual assault prevention. Upon request, a specially-trained officer will make presentations to individual groups, with an open discussion format.
7. Berkeley Boosters - The Berkeley Boosters are a group of businesses, residents and other concerned citizens who work with the Berkeley Police to reduce crime. The Boosters fund crime prevention programs throughout Berkeley. Volunteer Police Officers have assisted in organizing and coaching youth in many of the activities.
8. Ride-a-Long Program - This Program is designed to give those who live or work in Berkeley a first-hand view of police officers at work. Anyone may request to ride-a-long, selecting a date and time to go on patrol with a uniformed officer.



9. Volunteer Program - The Crime Prevention Bureau also coordinates a Volunteer Program, which provides an opportunity for individual growth, personal enrichment and service to other members of the Community. Volunteers assist at information counters within the Police Department and provide a valuable contribution.
10. Explorer's Program - A Program specifically funded by the Berkeley Boosters, the Explorer's Program provides experience and community service for youth between 14 and 18 years old.
11. Foot Patrol - The Foot Patrol Program is an administrative program designed to provide a greater sense of police presence in areas of intense activity within the community, as well as to allow officers an opportunity to become more informed and more familiar with these areas and with the merchants and residents within them. This activity in particular, has been highly requested by the South Berkeley community for Adeline Avenue and Sacramento Street. Unfortunately, because activity requires a high level of officer-time, it is constantly subject to budget constraints.

#### IV. Areas For Improvement in Community Services

While there have been demonstrated municipal and community-based efforts to address needed improvements in the general quality of life in South Berkeley, there are, nonetheless, a number of areas which have either had service reductions or which have simply never been addressed.

There has been a rise nationally in the media attention devoted to health issues which have increasingly impacted either the general population (e.g., drug and alcohol abuse, AIDS, lung and other cancers), or which have had a particularly high incidence within the Black community (hypertension, venereal disease, insufficient prenatal care, etc.). Unfortunately, much of this information does not reach, or does not accurately reach, the audience which is most significantly affected by these health problems: youth, seniors, low-income persons, people of color. In many cases, there are sufficient resources devoted to prevention or controlling of diseases or ailments; what is needed most is improved access to these resources for targeted portions of the community.

There is a considerable effort toward the provision of health and social services for seniors in South Berkeley, with considerable outreach and a high percentage of the population served. Unfortunately, one condition which particularly affects the elderly is the incidence of accidents in the home. With a greater susceptibility to injury from falls and a frequent or perceived isolation from the outside world, seniors would be particularly benefitted by receiving information on how to make their residences as accident-proof as possible.

There is a substantial degree of public health services available to South Berkeley residents; as mentioned, unfortunately, there is insufficient outreach to the community regarding these services as indicated by the



perceived need, and the degree to which these services are not being utilized. Part of the outreach is needed in making residents aware of the location of the services; and the other part is in making residents more aware of health hazards, prevention and general health screening. One vehicle which provided important access to health information and screening for lower-income neighborhoods for many years was Alameda County's "Health Care Van" Program. This Program is still in operation, however, its funding has decreased to the degree that the Program is currently limited to one van, severely impairing its ability to be of adequate service to the South Berkeley community. The expansion of this Program could make a substantial contribution in increasing necessary outreach efforts.

One potential opportunity for improving the outreach of information to the community is to have such information available in one centralized location. This concept would apply not only to information regarding community resources, but to information on City offices, required permit processes, funding and loan programs, public notices, and general information regarding City activities. Such an information center would improve outreach, and also direct attention toward South Berkeley, in contributing to the general community revitalization effort.

While the availability of general health services is considerable, there is an urgent need for the provision of emergency services within the South Berkeley community. The City of Berkeley Public Safety Department reports a city-wide average paramedic response time of 3-5 minutes; this response time is different than the perceptions and/or experience of residents in the South Berkeley community. Given the fact that South Berkeley has a higher proportion of senior and small child residents, as well as a higher rate of violent crimes than the rest of the City, health planning activities could include the provision of an emergency trauma center in a centralized location within South Berkeley, perhaps utilizing an existing City-owned site.

There is a sizable degree of childcare services available to the South Berkeley community in general, however, low-to-moderate income portions of the community continue to be impacted from having access to these services. Increasing the supply of these services could potentially improve this access by possibly lowering costs, as well as provide opportunities to increase household income by joining the ranks of home childcare centers.

The opening of the BATS Program on Sacramento Street has been an issue of on-going community concern, since its relocation from Herrick Hospital in 1984. There has been a general reaction that the location of a methadone program in this area would have an adverse affect upon revitalization efforts, as well as somehow exacerbate problems with drug traffic in the area. This perception is due, no doubt, to assumptions regarding the influx of addicted clients. It should be recognized that the Program reports a 50% clientele rate from the South Berkeley community. In addition, when the Program originated in 1971 it was co-sponsored by the Alameda County Drug and Alcohol Abuse Program and the (then) Model Cities Program, and was designed to be both an institutional and a community-based program, having an office at Herrick Hospital and an office in the South

Berkeley community. The community-based aspect was accomplished with the move to the current location. The general "community-base" goal is not necessarily compatible, however, with the resulting location on Sacramento Street. As indicated by surrounding merchants, parking problems are considerable, even given the 5:30 a.m. to 2:30 p.m. operating hours, since no off-street parking was provided or required. In addition, it is alleged that some of the foot traffic (clientele) does not immediately disperse, contributing to the concern about loitering in the area. Due to the considerable and ongoing concerns regarding the location of the methadone program, it would be desirable to find another site which would be close enough to achieve the same goal, and yet not impact upon the revitalization efforts for the Sacramento Street corridor. The BATS Program has a 10-year building lease and option which expire in 1994; any attempts to relocate the program should take the leasehold and \$70,000 leasehold investment into consideration.

While there are certainly improvements which should be made in the physical health of the community, it is imperative that improvements also be made in the emotional well-being of the community. There has been a tragic increase in violence in Black communities nationwide, particularly among the 14-to-35 age group, and South Berkeley is no exception. With the problems of lower income, high unemployment, crime, and shattered families, there is an increasing sense of hopelessness and frustration which can create apathy toward the community and each other, and which can often lead to antisocial and destructive behavior. With the combined efforts of the City, schools, church and general community toward improving the conditions which create this climate, this same combination of efforts can then be devoted toward improving the climate. These efforts must be focused upon strengthening the individual, the family, the local economy, and importantly, the structure and image of the community.

#### V. COMMUNITY RESOURCES - Goals and Policies

GOAL 1.0: Increase outreach to local area residents regarding health promotion and health services in South Berkeley.

- 1.1 Increase awareness of the prevention and/or control of health afflictions with high incidence in the Black community, particularly hypertension and stress-related diseases, sickle cell anemia, and venereal disease(s). Information displays and posters regarding these health issues should be made prominent in senior and youth community centers, among the City-operated youth programs (YES and YAP), and within prominent gathering places within the community.
- 1.2 Increase outreach efforts regarding the importance of prenatal care, emphasizing the relationship between the lack of prenatal care and miscarriages, complications of the pregnancy, low birth weight and post-natal complications, and particularly, the high incidence of these occurrences within the Black community. Such efforts should include the participation of the school district, in order to maximize outreach to high school students (high risk pregnancies).

- 1.3 Increase outreach regarding drug and alcohol abuse prevention. Such an outreach effort should include conducting on-going drug and alcohol abuse prevention seminars; holding panel discussions and community workshops in conjunction with the school district, Police Department, local churches, youth programs and centers, and drug rehabilitation centers; and posting notices of meetings and informational posters and displays in community gathering places, schools, community and youth centers and bus shelters.
- 1.4 Increase awareness of the dangers of lung and other cancer, and other health issues impacted by cigarette smoking, highlighting the increase in advertising by the Tobacco Industry directed at the Black and Hispanic communities.
- 1.5 Conduct periodic, area-wide community health surveys, as a means of assessing the health needs of the community and of determining gaps in public health service delivery. Such a survey should be used to determine the community health service program for the affected City department(s).
- 1.6 Conduct residential safety checks, particularly for senior residents, in order to promote awareness of potential accidents around the home. The safety checks could be conducted (a) as part of the Police Department's Residential Safety Inspection Program, whereby residents requesting the inspection would have their homes checked for both burglar-proofing and accident-proofing, or (b) a City social service staff person would visit the site of a request for a safety check, again focusing upon potential accident hazards around the home.
- 1.7 In the event that a change in location is anticipated for any South Berkeley-focused health agency, ensure that priority is given to identifying a site in South Berkeley for any such relocation, in order to ensure maximum, continued access for local residents.
- 1.8 Encourage the expansion of the Alameda County "Health Care Van" Program, conducted through Fairmont Hospital in Oakland, with an increased emphasis upon targeting general South Berkeley locations, as well as sites frequented by the homeless.
- 1.9 Conduct study of the need for and feasibility of providing an emergency trauma center, or other appropriate alternatives for providing immediate response to medical emergencies, in a centralized location within South Berkeley, in any long-range health planning activities.



GOAL 2.0: Increase education regarding Acquired Immunity Deficiency Syndrome and AIDS-Related Complex, emphasizing prevention of the transmission of the virus through sexual relations and intravenous drug usage.

GOAL 3.0: Improve the emotional well-being and social education of the community, particularly among the youth and young adult population.

3.1 Promote violence prevention training and conflict resolution/ management among youth and young adults (14-35 years) within the South Berkeley community.

3.2 Promote the development of community mentors, that is, individuals who can provide a positive influence on others in the community, by training community leaders, church members and parents as indigenous health educators.

3.3 Utilize traditional gathering places (e.g., barber shops, beauty salons, community centers, doctors and dentists' offices, laundromats) for the placement of brochures, notices of seminars, etc., in order to maximize the potential audience.

3.4 Develop a consortium of local, inter-denominational churches in order to coordinate various community discussions on social issues, generate seed money for community consciousness-raising projects, and to provide a forum for exchanging information and concerns on City activities and issues in the community.

GOAL 4.0: Create an information referral center for all community resources within or regarding South Berkeley.

4.1 Identify a site in South Berkeley which could accommodate a display of all informational brochures on City programs, permit processes, and funding cycles when appropriate. Such a center should optimally be located within an existing City facility, and should provide general assistance for inquiries.

GOAL 5.0: Consider the supplementation of existing emergency food programs as among priorities in the allocation of Community Services or Community Development Block Grant(s) funds, as well as augmenting staff resources to continue to pursue other funding sources.

GOAL 6.0: Improve the provision of childcare services in South Berkeley, particularly for low-to-moderate income families.



- 6.1 Identify space(s) within South Berkeley which are suitable for the relocation of day care centers which are planned for displacement from Berkeley Public Schools sites.
- 6.2 Amend the City's Zoning Ordinance to allow home day care centers (12 children or less), subject to securing an Administrative Use Permit.
- 6.3 Require that childcare provisions be made in any new commercial or industrial development projects, either on-site or through contributions to a childcare services fund, similar to the City's Transportation Services Fee, as part of any mitigation measures to the impacts of such development.

GOAL 7.0: Create an active inter-agency network clearinghouse to improve communication regarding community resource delivery, monitoring of general activities; and potential collaboration for fundraising, community events, and sponsorships.

GOAL 8.0: Encourage stronger linkages between youth, adults and seniors among the South Berkeley population, in order to reduce inter-generational conflict and to promote role-modeling concepts.

GOAL 9.0: Develop emergency housing solutions to accommodate special needs within the South Berkeley community.

9.1 Continue to participate with other Berkeley communities in seeking solutions to the problems of the homeless, with a particular emphasis on South Berkeley residents who become homeless. The provision of housing for the homeless should be distributed geographically through the City.

9.2 Identify possible locations to establish a battered women's shelter in South Berkeley, particularly designed to address the needs of local area families.

GOAL 10.0: Encourage public and private efforts in the creation of a Multi-Cultural Center along the Adeline-Alcatraz corridor.

10.1 Encourage the location of businesses along the corridor which contribute to the cultural background of the South Berkeley community.

10.2 Explore opportunities for locating a community-oriented museum in South Berkeley, with a focus on sites along the Adeline-Alcatraz corridor, showcasing the early history of the community as well as the past (and continuing) important events and achievements of the local citizenry.

- 10.3 Encourage joint City sponsorship of South Berkeley community events, in order to lend additional public support to such efforts and to highlight the multi-cultural nature of the events. The promotion of these events could include large advertising banners to be strung across major street corridors.
- 10.4 Encourage full use of the new Black Repertory Group Theater facility, in order to further promote the facility as a community cultural center. The center should be used for local events and presentations whenever possible, in a manner which does not interfere with the scheduling of BRG activities.



# Transportation Report





## TRANSPORTATION REPORT

### INTRODUCTION

The South Berkeley Transportation Report examines transportation issues in South Berkeley and defines areas for future study. The report's recommendations will be analyzed through the Transportation Element of the revised Berkeley General Plan. This element identifies transportation problems and strategies on a Citywide and regional basis.

While South Berkeley's transportation network cannot be isolated from the rest of the City, there are certain concerns that are particular to this community. The South Berkeley Area Plan Committee has defined a number of transportation concerns and identified specific intersections in South Berkeley that pose circulation problems.

The following issue areas include: traffic flow, parking, transit service, the Ashby BART station, street improvements, streetscape/pedestrian amenities, safety concerns.

### I. TRAFFIC FLOW

South Berkeley's primary land use is residential. A number of major streets and collector streets bisect this community and introduce circulation and pedestrian problems. Major streets carry heavy through traffic, while collector streets direct traffic from local streets to major streets. The South Berkeley Area Plan Committee has identified Ashby Avenue, Shattuck Avenue, Adeline Street, Sacramento Street, and San Pablo Avenue as sources of traffic flow problems.

#### A. Ashby Avenue, between Martin Luther King Junior Way and San Pablo Avenue

During rush hour (7 a.m. to 9 a.m. and 4 p.m. to 6 p.m.) there is severe traffic congestion along this corridor due to the inadequate enforcement of rush hour parking restrictions and the avenue's role as a major conduit to I-80, Highway 24, and the Warren Freeway. During non-rush hour periods, traffic moves at excessive speed along this corridor, making it difficult for residents to cross the street and endangering bicyclists.

#### B. Residential Area between Shattuck Avenue and Adeline Street, from Stuart Street to the Oakland border

Residents who live in this area complain that there is speeding by autos on through streets. Traffic seeking to go from Shattuck Avenue to Adeline Street travels on residential streets instead of taking either Ashby or Alcatraz Avenues.

#### C. Adeline Street

Adeline Street is three lanes in both directions, with parking on both sides and left turn bays. Adeline Street's width, coupled with its role as a major artery connecting Berkeley and Oakland, has introduced a number of

traffic problems. There are resident complaints of noise pollution, speeding, auto fumes, and difficulty in crossing the street, even at the stoplights, given the width of the intersections. One of the worst intersections is at Adeline Street and Ashby Avenue.

Adeline Street is characterized by small retail shops, many of which exist in conjunction with second story residential uses. Business owners note that customers are discouraged from walking from one store to the next due to the traffic volume and the width of the street. Residents of the second story apartments lack relief from the constant noise and steady traffic flow.

The stoplights along Adeline Street are poorly timed. It is difficult to get across the intersection on one green light at Adeline Street and Ashby Avenue, as well as at Adeline Street and Alcatraz Avenue. The stoplights at the convergence of Martin Luther King Junior Way and Adeline Street are poorly timed: one is extremely short, the second is extremely long.

#### D. Sacramento Street, between Dwight Way and the Oakland border

Sacramento Street is two lanes in both directions, with parking. This major street is used as a route for traversing South Berkeley. Sacramento Street is often less congested than either San Pablo Avenue or Martin Luther King Junior Way, and autos frequently speed due to the limited number of stoplights.

Residents of South Berkeley complain of speeding and difficulty in crossing the street at those intersections that lack stoplights. The presence of billboards and grass covered concrete islands contribute to the appearance of Sacramento Street as a mini-freeway. The community strongly supports the removal of these billboards as one component of South Berkeley's revitalization.

#### E. Residential Area east of San Pablo Avenue, between Dwight Way and the Oakland border

Residents of this area note that there is heavy traffic in their neighborhood due to its proximity to San Pablo Avenue and a regional park. Traffic often uses residential streets, rather than major streets, to gain access to San Pablo Avenue.

## II. PARKING

There is community concern that economic development in South Berkeley will produce a parking problem, with the result that residents of streets abutting commercial corridors will be unable to park near, or in front of, their homes. Adeline Street, at its intersection with Alcatraz Avenue, poses the most significant potential increase in parking demand.

The Ashby BART station draws commuters who compete for parking with residents from the surrounding neighborhoods.

There exist ongoing problems with trucks parking in residential areas throughout South Berkeley, cars and motorcycles parked in front yards, and abandoned vehicles in front yards, as well as on the street.

### III. TRANSIT SERVICE

South Berkeley residents, particularly those with mobility problems, require better east-west bus service. Residents have noted a lack of bus shelters on existing bus lines. Senior citizens and the disabled require additional paratransit options in order to achieve greater mobility. Paratransit options includes the Senior Van Program, the Subsidized Taxi Program, and the Accessible Van Program.

The Senior Van Program provides local senior residents with free transportation to and from the South Berkeley Senior Center, on shopping trips to nearby stores, and to medical appointments. The Subsidized Taxi Program, available to elderly and disabled persons, subsidizes between 50% and 80% of the cost of a set number of taxi trips a month, depending on the participant's income level. The Accessible Van Program is available to those South Berkeley residents who are restricted to wheelchairs. Service is sold at cost to participants.

### IV. ASHBY BART STATION

The Ashby BART station remains an island in South Berkeley, occupying a significant amount of space along two major corridors, and yet isolated from the commercial and residential life of the community. The Ashby BART station is characterized by one of the lowest riderships in the BART system, and yet the available parking is insufficient to meet even this limited demand. Commuters displace residential parking in the surrounding neighborhoods.

### V. STREET IMPROVEMENTS

Street repaving is needed along Ashby Avenue west of Martin Luther King Junior Way. Numerous potholes and uneven paving present a hazard to drivers, motorcyclists, bicyclists, persons in wheelchairs, and pedestrians. There are residential streets throughout South Berkeley that require repaving. Sidewalk repair is needed along commercial and residential streets.

### VI. STREETSCAPE/PEDESTRIAN AMENITIES

Adeline Street and Sacramento Street discourage use by pedestrians due to their width and traffic speed.

Improved landscaping, lighting, crosswalks, and the addition of benches would assist pedestrians at a number of intersections along Adeline and Sacramento Streets, Martin Luther King Junior Way, and Shattuck and San Pablo Avenues.



## VII. SAFETY CONCERNS

There are a number of intersections that are noted for their safety problems. The intersection of Ashby Avenue and Adeline Street poses dangers to pedestrians, bicyclists, and cars attempting to turn left due to the width of the street and intersection and the speed of traffic. The intersection of Ashby Avenue and Shattuck Avenue is equally dangerous, but for somewhat different reasons: numerous vehicles and pedestrians are required to negotiate a relatively narrow intersection. Adeline Street from Alcatraz Avenue to the Berkeley/Oakland border poses dangers to pedestrians and bicyclists due to heavy traffic and the convergence of several streets.

Children face traffic dangers in South Berkeley at school crossing points. The intersection of Ashby Avenue and King Street, the location of Malcom X School, is subject to either speeding or heavy traffic, depending on the time of the day. The intersection of Sacramento Street and Derby and Ward Streets, the location of Longfellow School, can be dangerous due to the speed at which traffic travels along Sacramento Street.

SOUTH BERKELEY TRANSPORTATION REPORT: TRANSPORTATION  
GOALS, RECOMMENDED IMPROVEMENTS, AND AREAS FOR FURTHER STUDY

The following recommendations represent preliminary goals, based on the South Berkeley Area Plan Committee's perception of transportation problems and possible solutions. It is the intent of the Committee that the following recommendations, together with other options, be evaluated as part of the process of developing the Citywide Transportation Element.

GOAL: REGULATE THE TRAFFIC FLOW ALONG SOUTH BERKELEY'S STREETS IN ORDER TO SLOW TRAFFIC TO THE SPEED LIMIT AND MINIMIZE USE OF RESIDENTIAL STREETS BY THROUGH TRAFFIC

Recommended Improvements Include:

1. Slow traffic along Ashby Avenue between Shattuck Avenue and San Pablo Avenue by using a combination of additional stoplights, stop signs and signal timing, and/or other approaches
2. Paint lane lines at the intersection of Ashby Avenue and Adeline Street
3. Prohibit left turns from Shattuck Avenue onto Ashby Avenue during rush hour
4. Prohibit parking along Shattuck Avenue between Ashby Avenue and Russell Street during rush hour
5. Enforce speed limits on Sacramento and Adeline Streets and on Ashby Avenue
6. Improve coordination of traffic signals at the intersection of Adeline Street and MLK Jr. Way
7. Explore closing off selected residential streets at their intersection with San Pablo Avenue between Dwight Way and the Oakland border to reduce traffic flow in the San Pablo neighborhood
8. Explore closing off selected residential streets at their intersection with Ashby Avenue and Adeline Street, from Stuart Street to the Berkeley/Oakland border
9. Design a system of traffic diverters to discourage traffic volume and speeding in the residential area between Shattuck Avenue and Adeline Street, from Stuart Street to the Oakland border
10. Take steps to compel Cal Trans to maintain and make needed improvements to Ashby Avenue (Highway 13)
11. Time stoplights along Alcatraz, Shattuck, Ashby, and San Pablo Avenues, Sacramento and Adeline Streets, and MLK Jr. Way to slow traffic to the speed limit and make it possible for a vehicle travelling at the speed limit to proceed through a series of green lights

12. Install a left turn signal light at the following intersections:

on Ashby Avenue at San Pablo Avenue, north and southbound	on Dwight Way at Sacramento Street, west and eastbound
on MLK Jr. Way at Dwight Way, westbound	on MLK Jr. Way at Ashby Avenue, north and southbound

GOAL: REQUIRE DEVELOPERS TO PROVIDE PARKING WITHIN THE CONTEXT  
OF ENCOURAGING ECONOMIC DEVELOPMENT IN SOUTH BERKELEY

Recommended Improvements Include:

1. Require developers to provide adequate customer, visitor, and employee parking for all commercial and residential development projects, including new construction and significant changes of use, on Shattuck Avenue especially between Dwight Way and Ashby Avenue, and on Adeline Street especially between Woolsey Street and the Berkeley/Oakland border
2. Parking required under #1 above must be located either on site, or within 300 feet of the site
3. Continue the 1,000 square foot parking exemption in South Berkeley's commercial areas

GOAL: ENFORCE EXISTING PARKING REGULATIONS IN SOUTH BERKELEY,  
AND DEVELOP NEW PARKING REQUIREMENTS THAT PROTECT  
RESIDENTIAL NEIGHBORHOODS AND MITIGATE THE NEGATIVE  
PHYSICAL AND VISUAL IMPACTS OF PARKING LOT DEVELOPMENT

Recommended Improvements Include:

1. Enforce parking restrictions along Ashby Avenue west of MLK Jr. Way during rush hour and on the weekend when the flea market is in operation
2. Prohibit parking on Ashby Avenue between Shattuck Avenue and Adeline Street during rush hour
3. Develop measures to limit Ashby BART parking spillover into adjacent neighborhoods
4. Prohibit parking of commercial trucks weighing more than five tons in residential neighborhoods
5. Enforce regulations restricting automobile and motorcycle parking in the front yard
6. Implement a program to remove abandoned vehicles from South Berkeley's neighborhoods

7. Explore diagonal parking for Adeline Street
8. Prohibit the use of vacant lots in South Berkeley to satisfy the parking demands of other areas of the City
9. Prohibit the construction of parking lots and parking garages in South Berkeley that do not serve the residences or businesses within 300 feet of the proposed facility
10. Prohibit off street parking on the ground level within 20 feet of the street frontage of any property in a commercial zone

GOAL: IMPROVE TRANSIT AND PARATRANSIT OPPORTUNITIES FOR SOUTH  
BERKELEY RESIDENTS

Recommended Improvements Include:

1. Maintain current paratransit options, and whenever possible, expand existing services
2. Pursue funding opportunities for paratransit and mini-buses
3. Negotiate with AC Transit to increase the number of east-west bus routes
4. Negotiate with AC Transit to add covered bus shelters with benches along major bus routes in South Berkeley. Ensure the longterm maintenance of these bus shelters
5. Negotiate with AC Transit to alter the route of the 88 line to circle the BART station. This would provide senior citizens who use this line frequently with greater access to the BART station
6. Work with AC Transit in assessing the feasibility of using mini-buses for east-west service to cover the area defined by San Pablo Avenue, Dwight Way, MLK Jr. Way, and Ashby Avenue

GOAL: DEVELOP MECHANISMS TO LINK THE ASHBY BART STATION TO THE  
REST OF THE SOUTH BERKELEY COMMUNITY

Recommended Improvements Include:

1. Landscaping, plazas, and visual improvements intended to integrate the station into the existing circulation pattern
2. Ensure that any development that occurs at the Ashby BART station meets increased parking demands
3. Develop mechanisms for increasing South Berkeley resident patronage of the Ashby BART station, without increasing the parking demand



4. Ensure that authorized users of the BART parking lot (e.g. Black Repertory Group) not compete with BART patrons' usage of the lot, through the development of shared parking agreements and the clarification of hours of usage

#### GOAL: IDENTIFY AND CARRY OUT NEEDED STREET IMPROVEMENTS

##### Recommended Improvements Include:

1. Reconstruct and repave Ashby Avenue, working with Cal Trans as the entity responsible for maintaining and repairing this major corridor
2. Implement existing repaving plans for South Berkeley's streets
3. Implement a street reconstruction and repaving program for those residential streets in South Berkeley that require improvements
4. Implement a sidewalk repair plan for identified commercial and residential streets

#### GOAL: IMPROVE STREETScape/PEDESTRIAN AMENITIES IN SOUTH BERKELEY

##### Recommended Improvements Include:

1. Improve the landscaping and lighting and add benches along Adeline and Sacramento Streets, MLK Jr. Way, and Shattuck and San Pablo Avenues
2. Create a pedestrian walkway and sitting areas on Sacramento and Adeline Streets
3. Explore redesign options for Shattuck Avenue between Ward Street and Ashby Avenue (i.e. closing off Shattuck Avenue between Ward and Ashby) to reduce speeding on Shattuck Avenue, encourage through traffic to use Adeline Street, and prevent traffic encroachment on adjacent neighborhood streets. Redesign options should include parking and landscaping which shades at least 50% of the paved area
4. Require adequate landscaping to prevent heat build up and reduce the negative visual impact of all parking areas
5. Landscape all median strips and islands with interesting drought resistant plants that soften the concrete and enliven the environment
6. Minimize curb cuts on commercial corridors
7. Remove billboards from South Berkeley through negotiations with property owners, and by requiring their removal when permit applications for repairs or other changes are submitted to the Codes and Inspections Division

8. Explore urban design solutions to the traffic problems and lack of pedestrian access posed by Adeline Street, incorporating the following:

- a) Support the South Berkeley Neighborhood Development Corporation's efforts to develop urban design options for Adeline Street .
- b) Urban design options should determine the appropriate level of traffic, increase pedestrian safety and accessibility, mitigate the traffic impacts on adjacent residential neighborhoods, and create a lively, well landscaped, streetscape
- c) Ensure community business and residential input into design proposals through presentations and discussions at design workshops in South Berkeley
- d) Integrate, if feasible, Adeline redesign plans into the joint EBMUD/Public Works Adeline Interceptor Project. This project will develop a major sewer line that will run the length of Adeline Street from the BART station to the Oakland border

9. Landscape planting strips that are too narrow to support street trees (e.g. 1400 Block of 67th Street). Landscaping should be drought resistant and nondestructive to concrete

#### GOAL: IDENTIFY AND REMEDY TRANSPORTATION SAFETY PROBLEMS

Recommended Improvements Include:

1. Evaluate and address safety problems at the following locations:

Ashby Avenue and Adeline Street	Ashby Avenue and Shattuck Avenue
Adeline Street, from Alcatraz	Ashby Avenue and King Street
Avenue to the Berkeley/Oakland	Sacramento Street and Ward
border	and Derby Streets
Ashby Avenue and San Pablo Avenue	Dwight Way and Sacramento Street

2. Carry out safety improvements at Ellis Street and Ashby Avenue

3. Repaint crosswalks with reflective paint at schools, the South Berkeley Senior Center, the South Berkeley YMCA, San Pablo Park, Grove Park, senior housing sites, tot lots, heavily used intersections, and other community facilities (See Open Space Element and Community Resources Element)

The following section delineates specific data that the South Berkeley Area Plan Committee would like included in the Citywide Transportation Plan. The Committee has recommended specific areas for further study that are linked to the implementation of the goals listed above.

RECOMMENDED AREAS FOR FURTHER STUDY:

- A. Conduct level of service studies of the following South Berkeley intersections. The traffic level of service describes the quality of the driving experience at different traffic volumes (See Maps 1 and 2: 24 Hour Traffic Volumes):

Ashby Avenue and Adeline Street	Ashby Avenue and Shattuck Avenue
Ashby Avenue and MLK Jr. Way	Ashby Avenue and San Pablo Avenue
Dwight Way and San Pablo Avenue	Dwight Way and Shattuck Avenue
Adeline Street and Alcatraz Avenue	California Street and Alcatraz Avenue
Dwight Way and MLK Jr. Way	
Dwight Way and Sacramento Street	

- B. Examine the transportation patterns of South Berkeley residents and workers, using origin-destination data and other data sources. Origin-destination data indicates where workers and residents are travelling to and from, providing information on work trips, non-work trips, and non-home based trips
- C. Assess the impact on South Berkeley of the following future traffic improvements:
1. I-80/I-180 Operational Improvements Project, particularly as it might affect use of San Pablo Avenue: Caltrans plans to improve I-80 from the Bay Bridge Toll Plaza to the Carquinez Bridge.
  2. Waterfront Specific Plan Proposed Circulation Improvements, particularly as these might affect use of San Pablo Avenue: The Waterfront Specific Plan puts forward several transportation improvements for both I-80 and adjacent local streets.
  3. AC Transit Comprehensive Service Plan: AC Transit is preparing a route network designed for relatively direct travel between any two points of the system.
  4. Transportation Policy Recommendations contained in the West Berkeley and Downtown Plans: Planners are currently preparing comprehensive area plans for West Berkeley and the Downtown. These plans will become amendments to the City's General Plan once they are adopted by the Berkeley City Council.
- D. Assess the potential traffic and parking impacts of economic development along Adeline Street, and especially between Fairview Street and the Berkeley/Oakland border
- E. Assess the potential traffic and parking impacts of economic development along Shattuck Avenue from Durant Avenue to the Berkeley/Oakland border, and especially between Dwight Way and Ashby Avenue: The relocation of existing auto uses from Shattuck Avenue to other Berkeley locations will leave vacant a number of large commercial sites along Shattuck Avenue that will be converted to other land uses.



# CITY OF BERKELEY, CALIFORNIA

TRAFFIC ENGINEERING DIVISION  
DEPARTMENT OF TRANSPORTATION



1977

24 HOUR TRAFFIC VOLUMES





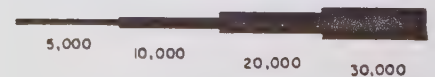
## MAP 18

TRAFFIC ENGINEERING DIVISION  
PUBLIC WORKS DEPARTMENT



1987

## 24 HOUR TRAFFIC VOLUMES



300

\* Data obtained from 1986 *Caltrans* Traffic Volumes

in 3-87

# Infrastructure Report



INFRASTRUCTURE REPORT  
(PUBLIC FACILITIES)

I. INTRODUCTION

The provision of public services is the most basic purpose of a municipality, and the very basic expectation of city residents and businesses. The range of services and the manner in which they are provided varies from city to city, depending on the needs of each community and the presence of other utility districts/companies.

In Berkeley, the general services which are provided directly to the public on a regular, on-going basis are fire and police protection (for a discussion on police protection see the "Community Resources Element"), and a variety of public works activities. These include the construction, maintenance and repair of the sewers and storm drains, streets, sidewalks and street lighting (collectively referred to as the City infrastructure), and garbage collection. In addition, the City provides maintenance and improvements to public parks and street landscaping, as discussed in the "Open Space/Park Facilities" Element. Services which are provided by other jurisdictions are gas and electricity (Pacific Gas and Electric Company), and water service (East Bay Municipal Utility District - including maintenance of water mains). For the purposes of this discussion, however, public services will consist of those which are provided by the City of Berkeley.

II. SERVICES AND FACILITIES

A. Fire and Life Protection

The Berkeley Fire Department has seven stations city wide, with one station located in South Berkeley at the northwest corner of Shattuck and Derby Streets. There is one engine company per station, with the exception of the two Downtown stations which have an engine, truck and ambulance company, respectively. Though somewhat understaffed, with three firefighters each, the seven engine companies are kept quite active in the community with drills, hose and hydrant testing, fire prevention inspection of all businesses and apartments, as well as responding to emergency calls to meet the basic requirements of the City, with an average response time of 3-5 minutes throughout the City. The Fire Department runs two advanced life support ambulances, staffed by paramedic-firefighters. The Fire Department responds to over 6,000 medical calls a year representing 70% of their total emergency activity. In addition, the Fire Department has two ladder companies in service along with a hazardous materials special response team.

If Berkeley is threatened by a very extensive fire, there are mutual aid pacts with adjoining cities such as Oakland, Albany and Kensington. These cooperative agreements are not always reliable because in the event of a major disaster, adjacent cities will be busy taking care of their own communities.



In the Adeline-Alcatraz commercial district, there is the concern that some of the older two and three story buildings are in close proximity to one another and do not have automatic sprinklers. This makes them much more vulnerable in the event of a fire. The Fire Department recommends that eventually all buildings be sprinklered, both commercial and multi-family residential, for the most effective life and fire safety.

## B. Public Works

The Public Works Department encompasses a wide variety of City programs and operations, including the recycling program, operation of the Transfer Station (refuse dumping), traffic engineering, the Marina operation, and routine City building maintenance. But in the delivery of services directly to the community, Public Works has overall responsibility for the maintenance and repair of the City's infrastructure and for City garbage collection, and has expanded the street sweeping program, as well. The funding for these activities is derived from a variety of sources: City General Fund, county, state and federal funds, special funds (described below), assessment districts and user fees (e.g., garbage collection and sewer fees). Unfortunately, future funding for infrastructure improvements and repairs is uncertain, representing a sizable portion of the overall Public Works Department budget, since federal funding fluctuates and cannot be relied upon for future years, and revenue from special funds and assessment districts is limited in how it can be spent. In addition, maintenance and repairs to the infrastructure, from street paving to sewer line replacement, is extremely expensive, resulting in a seemingly small range of improvements and few areas of the City affected during any fiscal year. The City services and facilities in South Berkeley for which the Public Works Department is responsible are described below.

### 1. Streets, Sidewalks, Curbs and Gutters - Maintenance and Repairs

On a routine basis, Public Works is responsible for the maintenance and repairs to City streets, public paths and steps by assigning work crews to perform potholing, crack sealing and minor safety improvements to the public right-of-way. As part of this activity, Public Works evaluates and assesses past and ongoing accidents and private claims filed with the City in order to determine what type of additional repairs are needed for safety improvement.

Generally, because of State law, the maintenance of sidewalks, curbs and gutters is the responsibility of abutting property owners. The City's program, besides enforcing the law, is to repair those areas which are damaged by street trees. These repairs are performed by Public Works to streets, sidewalks, curbs and gutters as part of the City's Capital Improvement Program. To this degree, the City developed a four-year schedule for the restoration, maintenance and repair of streets and sidewalk improvements city-wide, through real property refinancing, personal property refinancing, sales tax revenues, County aid, and revenues from State Senate Bill 300 (see Table 1, attached, for a itemization of South Berkeley restoration and repair needs):

### City-Wide Street Repairs

<u>Fiscal Year</u>	<u>Estimated Needs</u>	<u>Current Funding</u>
1987-88	\$16,905,184	\$2,500,000
1988-89	3,120,792	1,200,000
1989-90	3,506,374	1,200,000
1990-91	2,929,289	1,200,000

Unfortunately, at this point, it is unlikely that most or all of the maintenance and repair needs which have been identified will be made within the near future. as funding sources for capital improvements continue to dwindle, the City will be hard-pressed to maintain its infrastructure without increasing the burdens upon taxpayers. This is particularly true with streets, which require frequent, on-going repair. The City will have to take a serious look at major resources such as redevelopment funding, in order to provide sufficient capital for these repair needs. (See Table I for a list of maintenance and repair needs.)

As part of the 1987-88 funding, street repaving in South Berkeley is being performed along Shattuck, between Ashby Avenue and the Berkeley-Oakland border, in response to long-time citizens complaints. This street work represents the last of the funds available through the "Real Property Financing Program."

In 1983, a study was conducted which identified specific locations of major sidewalk problems, for which \$100,000 was spent on corrections. This study was conducted by a subcommittee of the Sacramento/Asnby/Adeline/Alcatraz Task Force in conjunction with the Public Works Department, which walked through South Berkeley inspecting sidewalks and curb conditions. While a number of needed repairs were identified, those showing the greatest damage and presenting the most potential for injury and/or damage to property (cracked and broken sidewalks, curb displacement) were recommended for immediate repair. The repairs were performed along the 3100 blocks of King and Harper Streets, the 1500-1700 blocks of Woolsey Street, and along 66th Street to the south city border, and were completed in Spring 1984. Two additional sites were identified, along the 3000 blocks of Acton and Dohr Streets, which showed very severe tree root damage to sidewalks, but were not recommended for repairs as part of that effort in order to distribute the limited repair funds as broadly as possible at that time. A recommendation was made, however, that those sites receive attention as soon as possible. This study was the first time in which the Public Works Department had involved South Berkeley citizens in a street repair study of their neighborhood(s); and it should establish an ongoing program of needed improvements being determined by the individuals who are most affected by the existing hazards.

## 2. Storm Drains Maintenance

Berkeley has an underground drainage system for carrying stormwater and everyday water runoff from the streets and gutters into the Bay. Public Works is responsible for the maintenance of this system, including culverted (piped) creeks under public right-of-ways, creek trash racks (screens which collect debris carried by stormwater or water runoff), and catch basins.

The maintenance of this system involves routine inspections, responses to complaints, cleaning inlets and outlets, repair of catch plates and, during severe storms, actual patrolling of storm drains. Approximately \$275,000 was allocated during Fiscal Year 1987-88 for this activity, predominately representing personnel costs for maintenance.

### 3. Street Sweeping Program

The City expanded the street sweeping program in Fall 1987 to include routine cleaning of residential streets. The program was expanded both as a means of reducing storm drain maintenance due to street debris, removing glass from bicycle lanes and to improve the quality of the residential environment. An additional benefit is a quicker and more efficient system for removing abandoned cars, by issuing tickets and ultimately towing cars which remain on the streets during posted streetsweeping hours. Public Works has established a schedule starting with South Berkeley neighborhoods, providing mechanical street sweeping on alternate days for various streets throughout the area. Part of this effort involves the installation of restricted parking signs, prohibiting parking during morning hours on specific days of the month.

### 4. Sewer Repairs and Maintenance

The Public Works Department is responsible for maintaining, cleaning and repairing the approximately 300 miles of the City's sanitary sewer mains and associated manholes, junction boxes and house laterals. Through an annual program, the entire sewage collection system is manually and mechanically cleaned of vegetation, debris and grease to prevent blockages. However, Berkeley's aging sewer system is also in need of extensive work both to repair the present facilities and to expand and improve the system in order to minimize inflow and infiltration (substances entering the system), and reduce pollution to the San Francisco Bay. To comply with the federal mandate to rehabilitate the City's sewer system, revenues for this activity (through the City's Sanitary Sewer Maintenance and Operation Fund) were increased by 122% from the amount collected in 1986-87, which unfortunately meant that user rates were increased. The amount of the increase was determined by projecting the costs to be incurred in a pay-as-you-go plan (i.e., the repairs will be made as funds are collected).

South Berkeley, with 11.7% of the City's land area, needs 16.8% (or 1,289,015 linear feet) of the total linear feet of relief pipes needed for general repairs to portions of the City's existing sewer system. In addition, South Berkeley requires a substantial degree of sewer trunk and comprehensive rehabilitation, with one-third of the City's total sites for 5-year comprehensive rehab, and 28.6% of the City's total sites for 20-year comprehensive rehab. (It should be noted that sewage from the Berkeley hills to the east flows along Woolsey Street and into the Adeline Interceptor, contributing to impacts upon the sewers located in South Berkeley.)

Due to problems of overflow in relief sewers along Sacramento Street, in January 1988, replacement of the relief sewers was begun, between Bancroft Way and Ashby Avenue. This replacement program will increase the sewer main size, providing additional capacity to this area.



At this time, further sewer repairs are being performed as needed, and there is little long-term funding yet scheduled. That funding will certainly run into the tens of millions of dollars for the City of Berkeley, and it is uncertain whether there will be federal funding available to assume part of the burden.

As indicated previously, the City will have to carefully evaluate alternative financing mechanisms for undertaking major improvements to the infrastructure, particularly that with on-going repair needs. The adoption of additional assessment districts may be appropriate to finance some of these activities, but would not nearly accommodate a capital investment so substantial as sewer repairs require. In the absence of a program such as Redevelopment financing, it is not known how future repair needs could be met.

One type of sewer improvement which is being planned is a new sewer interceptor, to be constructed by the East Bay Municipal Utilities District (EBMUD), and installed in the west half of Adeline Street between Woolsey Street and the Berkeley-Oakland border. This construction is being coordinated with seven other East Bay cities to correct problems occurring in the sewage system(s) when it rains. The sewer interceptor acts as the main system into which the City's major sewer lines flow, reducing the number of relief sewers Berkeley will need to construct and providing the additional capacity needed in the District system. Construction is expected to start in March 1990 and should last for approximately 3 months; should construction activity extend through the winter, EBMUD will contact local merchants in order to adjust the construction to meet merchants' needs. Prior to the start of construction, EBMUD will be contacting local neighborhood groups to provide the community with optimal information about the impending project.

#### 4. Street Lighting

The repair and maintenance of the city's street lights is conducted by Public Works, on an "as-needed" basis. The funding for this activity is provided by a city-wide assessment district, for which residents are billed as part of their property tax assessments. As changes to the street lighting system are needed (upgrading the lamps, installing light poles when electrical lines are undergrounded), an overlay district is added to the existing assessment district, increasing the street lighting assessment for the area in which the improvements are installed. (See discussion on "Assessment District", below.)

In 1979, a set of ornamental sidewalk lamps were installed along Sacramento Street, between Russell and Prince Streets, as part of the Sacramento Street Improvement Project. The ornamental lamps were installed as a means of drawing special attention to the Sacramento-Ashby commercial district, adding an historical emphasis to the district.

While annual costs for the maintenance of most of the City's infrastructure have risen, the installation of energy saving devices in the street lighting system has produced substantial savings. As a result, the property tax rates for this program will be reduced to reflect those savings.



## 5. Assessment Districts

As the cost of maintaining or improving City infrastructure has skyrocketed over the years, municipalities have increasingly used assessment districts as a means for financing public improvements. The creation of assessment districts also provide flexibility in financing certain improvements, given the frequent limitations in the manner in which certain funds can be used (95% of the Berkeley Public Works funds are limited in the way in which they can be used). This is particularly true when the improvements benefit only a specific neighborhood or area of the city. Assessment districts are essentially a means of "debt financing"; a city obtains financing to pay for a particular improvement or maintenance program, generally through a municipal bond, and those funds are then repaid through assessments of property taxes. Berkeley has a number of assessment districts, including a city-wide fund to maintain all City-owned parks, playgrounds and landscaped areas, a city-wide fund for the maintenance and improvement of street lighting (see above), and a number of individual assessment districts to pay for the undergrounding of utility lines in neighborhoods.

There are a number of ways in which assessment districts can be created:

- the City Council can establish a district; a majority citizen protest from within the proposed district can veto the Council action; the City Council can override the veto
- a petition signed by a majority of the residents within a proposed district) can establish a district

The majority petition process of establishing an assessment district is appropriate, since these are the individuals who will encumber the expense of repaying the obligation. Unfortunately, those individuals who do not favor the petition/activity are also obligated for repayment through their property tax assessment; non-payment of their taxes due to their inability to afford the additional assessment could jeopardize their standing with the County Assessor.

There are currently no individual assessment districts in South Berkeley to pay for the undergrounding of utilities or any other capital improvements projects. (The undergrounding of utilities along Sacramento Street in 1979 was accomplished through the Sacramento Street Project, funded by a Community Development Block Grant.) As indicated above, an assessment district can be created for any area by submitting a petition with the signatures of a majority of the residents in the proposed assessment district; again, however, the creation of such a district can also adversely affect those in the dissenting minority who may not be able to afford the additional assessment.

## GOALS AND POLICIES

- 1.0 Maintain and/or improve public infrastructure facilities to optimum levels of service.
  - 1.1 Pursue implementation of South Berkeley street repairs as identified by the Public Works Department
  - 1.2 Pursue alternative funding mechanisms for major capital improvements, including bond financing, federal and state funds, limited assessment districts and the application of redevelopment area designations, where appropriate
  - 1.3 Include the involvement of local residents, possibly through the South Berkeley Neighborhood Development Corporation, in the prioritization of street and sidewalk repairs
  - 1.4 Provide information to the community on the creation of assessment districts for public improvements; and identify possible mechanisms to assist low-income residents with payments of any public improvements assessments
  - 1.5 Ensure that the South Berkeley community is involved in the development of the Adeline Sewer Interceptor Project.
  - 1.6 Identify sites where sidewalks and curbs have encountered tree root damage and schedule repairs or pruning where appropriate. Further, include a list of tree which do not present a potential for root damage to public right-of-way, in any listing of appropriate trees for planting. Finally, prepare instructions to property owners on planting and maintenance methods which minimize potential root damage.
- 2.0 Increase visual and pedestrian amenities along public right-of-ways.
  - 2.1 Improve landscaping, lighting and add benches along Adeline and Sacramento Streets, Martin Luther King, Jr. Way, and Shattuck and San Pablo Avenues
  - 2.2 Create a pedestrian walkway and sitting areas on Sacramento and Adeline Street
  - 2.3 Increase appropriate trees and shrubs planting along planting strips



SCHEDULE OF STREET REPAIRS AND MAINTENANCE  
(1987 - 1990)

<u>Street</u>	<u>From</u>	<u>To</u>	<u>1987</u> Condition (PCI)	<u>Cost</u>	<u>Notes</u>
62nd St.	MLK	Oakland	64	\$ 3,494	
62nd St.	Adeline	Oakland	41	31,429	
63rd St.	MLK	Oakland	52	12,763	
63th St.	Adeline	Oakland	69	8,120	
65th St.	Adeline	Oakland	61	4,526	
67th St.	Sacramento	(West to) Oakland	21	44,453	
Adeline	Stuart	Dwight	76	4,385	
Adeline	Ashby	Stuart	67	13,390	
Alcatraz	Sacramento	Adeline	88	9,822	
Alcatraz	Sacramento	(West to) Oakland	89	6,539	
Baker	66th	(South to) Oakland	51	32,513	
Blake	Sacramento	McGee	45	40,522	
Blake	Milvia	Fulton	82	3,349	50% in SB
Boise	66th	Harmon	64	15,714	
California	Oregon	Ashby	67	7,377	
California	Ashby	Oakland	52	105,717	
California	Dwight	Oregon	76	9,585	
Carleton	Milvia	Fulton	44	22,894	50% in SB
Carleton	MLK	Sacramento	46	81,044	
Derby	MLK	Sacramento	65	78,103	
Derby	Milvia	Fulton	48	27,081	
Dohr	Ashby	Prince	19	20,084	
Dwight Way	MLK	Sacramento	77	13,900	
Fairview	Baker	Sacramento	41	20,102	
Fairview	Sacramento	Adeline	52	68,441	
Grant	Russell	Dwight	45	86,692	
Harmon	Sacramento	Adeline	22	72,254	
Harmon	Idaho	Sacramento	83	4,264	
Haskell	Acton	Oakland	17	54,782	
Julia	King	Sacramento	77	5,886	
King	Russell	Ashby	21	24,397	
Lorina	Russell	Ashby	43	14,621	
Mabel	Ashby	66th	66	8,307	
McGee	Derby	Russell	25	48,885	
McGee	Dwight	Derby	43	43,075	
Milvia	Dwight	Russell	22	97,188	
MLK	Adeline	Ashby	67	5,975	
MLK	Adeline	Oakland	77	6,109	
Newbury	Ashby	Russell	41	14,621	
Oregon	Sacramento	California	82	2,579	
Oregon	California	MLK	27	64,392	
Oregon	MLK	Milvia	28	28,665	
Otis	Russell	Ashby	19	25,480	



SCHEDULE OF STREET REPAIRS AND MAINTENANCE  
(1987 - 1990)  
(cont.)

(1987, cont.)

<u>Street</u>	<u>From</u>	<u>To</u>	<u>Condition (PCI)</u>	<u>Cost</u>	<u>Notes</u>
Parker	Sacramento	MLK	45	81,682	
Prince	Acton	Sacramento	47	14,231	
Russell	MLK	Adeline	47	22,814	
Sacramento	Oregon	Ashby	84	3,791	
Sacramento	Ashby	Oakland	90	16,103	
Sacramento	University	Dwight	70	72,650	
Shattuck	Ashby	Woolsey	20	36,595	50% in SB
Shattuck	Dwight	Derby	63	9,976	50% in SB
Shattuck	Ashby	Ward	78	4,414	50% in SB
Stuart	Sacramento	MLK	46	76,737	
Ward	MLK	Milvia	63	5,125	
Ward	Sacramento	MLK	48	77,758	
Woolsey	King	MLK	44	28,876	
Woolsey	Adeline	Tremont	87	2,912	
Total				\$1,799,496	

(Note: Of the work scheduled to be done, only Shattuck Avenue repairs were completed.)

1988

<u>Street</u>	<u>From</u>	<u>To</u>	<u>Condition (PCI)</u>	<u>Cost</u>	<u>Notes</u>
Acton	Ward	Ashby	30	43,686	
Addison	MLK	Milvia	55	25,319	
Adeline	Derby	Stuart	73	6,754	East Side
Adeline	Stuart	Ashby	55	60,021	East Side
Blake	MLK	Milvia	30	33,559	
Emerson	Adeline	Shattuck	31	30,474	
Essex	Adeline	Tremont	31	12,871	
Fairview	Adeline	Oakland	30	20,064	
Harper	Russell	Ashby	55	22,067	
Idaho	66th	Oakland	31	36,266	
King	Dwight	Ashby	55	45,188	
MLK	Dwight	Ashby	54	174,620	
Stuart	Milvia	Fulton	53	28,936	50% in SB
Total				\$539,825	

SCHEDULE OF STREET REPAIRS AND MAINTENANCE  
(1987 - 1990)  
(cont.)

<u>Street</u>	<u>From</u>	<u>To</u>	1989	<u>Condition</u> <u>(PCI)</u>	<u>Cost</u>	<u>Notes</u>
66th	Sacramento	Oakland	35		55,827	
Acton	Ashby	66th	57		42,448	
Carleton	MLK	Milvia	35		30,541	
Russell	MLK	Sacramento	57		81,963	
Russell	Milvia	Fulton	34		30,512	50% in SB
Sacramento	Dwight	Oregon	57		30,100	
Shattuck	Dwight	Derby	58		13,185	
Stuart	MLK	Milvia	33		25,984	
Woolsey	Tremont	Telegraph	74		4,131	25% in SB
Total					\$315,590	

<u>Street</u>	<u>From</u>	<u>To</u>	1990	<u>Condition</u> <u>(PCI)</u>	<u>Cost</u>	<u>Notes</u>
65th St.	Idaho	Oakland	58		7,044	
Blake	McGee	MLK	39		64,048	
Carrison	San Pablo	Acton	37		62,564	
Ellis	Ashby	Alcatraz	36		84,367	
Essex	Tremont	Wheeler	37		23,851	50% in SB
Parker	MLK	Milvia	38		31,763	
Prince	Sacramento	MLK	59		79,679	
Woolsey	Sacramento	King	58		45,761	
Total					\$399,077	

Pavement Condition Index (PCI):

0 - 10 = Street has failed	55 - 70 = Good
10 - 25 = Very Poor	70 - 85 = Very Good
25 - 40 = Poor	85 - 100 = Excellent
40 - 55 = Fair	

(Note: This Index system, developed by the Bay Area's Metropolitan Transportation Commission, considers any street with a PCI of 25 or less as requiring reconstruction (i.e., the pavement cannot simply be repaired).)

Source: Public Works Department  
City of Berkeley  
12/86



# Hazardous Materials Report





## HAZARDOUS MATERIALS REPORT

### INTRODUCTION

The South Berkeley Hazardous Materials Report is divided into four sections: an assessment of potential hazardous materials in the community; an overview of federal and state laws governing hazardous materials management; an overview of Berkeley's approach to handling hazardous materials; and policy recommendations and implementation strategies.

### ASSESSMENT OF POTENTIAL HAZARDOUS MATERIALS IN SOUTH BERKELEY

#### I. INTRODUCTION

South Berkeley evidences a potential for hazardous materials generation from certain commercial uses. These uses include: auto repair shops, gas stations, dry cleaners, and printing companies. Other toxic materials generators located in South Berkeley that cannot be discounted include beauty and barber shops, woodworking shops, and photo labs. (Anderson, Richard "Community Planning for Small Quantity Hazardous Waste Generators." APA Journal, Winter, 1987)

South Berkeley is currently the home for 32 beauty/barber shops, 29 auto repair/gas stations, 23 laundromat/cleaners, 6 printing/publishing facilities, 1 photo lab, and 1 woodworking shop. (1986 Land Use Report, Planning and Community Development, City of Berkeley)

Residential use of chemicals and other substances poses a hazardous materials risk, particularly if these substances are stored on the site rather than disposed of properly. Residential and commercial use of pesticides, herbicides, and fertilizers in gardens, as well as for weed abatement and pest control contributes to the accumulation of toxic materials at both a surface and groundwater level.

The following assessment is based on a review of five randomly selected South Berkeley residential and commercial sites. A range of land uses is discussed, accompanied by a detailed examination of potential hazardous materials related to these land uses. Household use of potential hazardous materials and the use of pesticides is discussed in a separate section.

#### II. TYPES OF USES

##### A. AUTO MAINTENANCE

#### POTENTIAL HAZARDOUS MATERIALS

Acetylene, acids, alkaline solutions, asbestos, benzene, hydrocarbons, lead (Occupational Diseases, A Guide to Their Recognition. Ed. W.M. Gafafer. U.S. Department of Health, Education, and Welfare. U.S. Government Printing Office, Washington, 1966, and "The Director's List of Hazardous Substances". Department of Industrial Relations, State of California. August, 1985)

## PROBABLE STORAGE METHODS

Gasoline is usually stored in underground steel or double walled fiberglass tanks. Many of the older tanks have been reported as leaking. Often, a waste oil tank is also buried underground. The life expectancy of a steel tank is approximately seventeen to twenty years, while a double walled fiberglass tank will last as long as thirty years. (Codes and Inspections, and Environmental Health)

## B. DRY CLEANERS/LAUNDROMATS

### POTENTIAL HAZARDOUS MATERIALS

Acetic acid, ammonia, amyl acetate, carbon tetrachloride, nitrobenzene, perchloroethylene ("perc"), Stoddard solvent, trichloroethylene, turpentine (Occupational Diseases, 1966, and "The Director's List of Hazardous Substances". Department of Industrial Relations, State of California. August, 1985)

## PROBABLE STORAGE METHODS

Perchloroethylene filter cakes are stored in sealed plastic bags for short term use, and in open head drums for long term storage. There should be no likelihood of prolonged exposure to humans or animals. Stoddard solvent is in liquid form and is stored in drums. According to the state Toxics Division, spent solvents may accrue on site for 90 days without a state license. After 90 days, the materials should be removed to a toxic dump. Drums stored on site, legally or illegally, may have leakage problems. (Scott Bullock. Toxic Division, State Health Department, May 5, 1987)

## C. BEAUTY/BARBER SHOPS

### POTENTIAL HAZARDOUS MATERIALS

Ammonium thioglycolate, cosmetics, synthetic detergents, hair tonics, nail lacquer, lacquer removers, dyes, perfumes, soaps, wave solutions (Occupational Diseases, 1966)

## PROBABLE STORAGE METHODS

These substances are stored in standard household and commercial size containers. The contents are washed down the sink. According to the state Health Division, there is no information as to how beauty salons handle hazardous substances. (Jose Delrosario, State Health Division. May 14, 1987)

## D. PRINTING/PUBLISHING ESTABLISHMENTS

### POTENTIAL HAZARDOUS MATERIALS

Alkalis, aniline, chromates, inks, solvents, glues, gum arabic (Occupational Diseases, 1966 and "The Directors List of Hazardous Substances". Department of Industrial Relations, State of California. August, 1985)

## PROBABLE STORAGE METHODS

These substances are stored in industrial size drums located on the site. Waste materials are to be contracted for removal to a toxic dump site. (Jose Delrosario, State Health Division. May 14, 1987)

### E. PHOTO LABS

#### POTENTIAL HAZARDOUS MATERIALS

Acids, alkalis, chromates, hydroquinone, paraformaldehyde, sodium hypochlorite, and turpentine (Occupational Diseases, 1966 and "The Directors List of Hazardous Substances". Department of Industrial Relations, State of California. August, 1985)

#### PROBABLE STORAGE METHODS

The size and type of container is determined by the size of the operation. Toxic substances are to be contracted for removal to toxic dump sites. (Jose Delrosario, State Health Division. May 14, 1987)

### F. WOODWORKING SHOPS

#### POTENTIAL HAZARDOUS MATERIALS

Acid bleaches, formaldehyde, mercuric chloride, phenolic resin glues, and stains (Occupational Diseases, 1966)

#### PROBABLE STORAGE METHODS

Substances are stored in standard household and/or industrial size containers.

### G. OTHER CATEGORIES

#### 1. RESIDENTIAL

Residential structures constructed after 1940 pose hazards associated with amateur auto mechanics and photo developers. Houses built prior to this date may have a heating oil tank buried on the property, usually in the front yard. Sometimes these tanks are still located above ground in the back yard. A fill pipe and a pipe running into the house would be evidence of a buried tank. More investigation on a site by site basis is warranted if the tank cannot be easily seen. (Zoning Division, City of Berkeley. May, 1987)

#### 2. VACANT LOTS

Vacant lots require research to determine specific prior uses. A prior use may have involved the use of toxic substances. Evidence of the prior presence of an auto repair company, dry cleaners, or a photo lab may warrant soil and ground water sampling. The Santa Fe right of ways in South Berkeley may require soil testing due to their role in the transportation



of a range of materials through South Berkeley. These now vacant lots may be used for residential development or open space, and therefore require hazardous materials risk assessment.

### III. HOUSEHOLD USE OF POTENTIAL HAZARDOUS MATERIALS

#### POTENTIAL HAZARDOUS MATERIALS

Caustic/corrosive substances: drain openers/cleaners, oven cleaners, chlorine bleach, ammonia and acid, rug and upholstery cleaners, abrasive scouring powders, photographic chemicals, pool acids and chlorine; solvents: furniture and floor polish, shoe polish, spot removers, moth balls; paint products: paints and stains, paint solvents and thinners, paint removers, art supplies, wood preservatives; aerosol sprays: aerosol sprays, air fresheners; automotive products: auto cleaning products, gasoline and diesel fuel, motor oil, transmission/brake fluid, car batteries, antifreeze ("Guidelines for Household Toxic Materials". Association of Bay Area Governments (ABAG). April, 1987)

#### PROBABLE STORAGE METHODS

Household products are considered hazardous materials if they are improperly disposed of or stored for long periods of time in the home. These products are commonly stored in the house in the kitchen, bathroom, or laundry room, or in the garage or workroom. Leftover products may be disposed of in the household trash or poured down the sink, toilet, or the storm drain. Empty glass containers may be recycled.

### IV. PESTICIDE, HERBICIDE, AND FERTILIZER USE

#### POTENTIAL HAZARDOUS MATERIALS

Insecticides, ant and roach killers, weedkillers, pet care products, chemical fertilizers ("Guidelines for Household Toxic Materials". ABAG. April, 1987)

#### PROBABLE STORAGE METHODS

These substances are commonly stored in the house in the kitchen or laundry room, or in the garage or workroom. Products may be disposed of in the household trash, while leftover substances may be poured down the sink or into the toilet, or disposed of in the backyard or in the storm drain. Empty glass containers may be recycled.

### V. CONCLUSION

While South Berkeley does not contain any industries that are the most common hazardous materials generators, there are uses within its boundaries that are potential sources of hazardous substances. The worst offenders include auto maintenance enterprises, dry cleaners, and photo labs.

Although it is possible to gain a superficial understanding of possible contaminants, a site by site study must be completed as the need arises. Eventually, a risk factor should be established for each use category. The city would then require soil and groundwater tests if the risk of hazardous wastes were to exceed the acceptable level for that substance.

Household use of toxic materials and the general use of pesticides, herbicides, and fertilizers is widespread and requires further review. A more in depth study of the use and disposal of these materials is necessary.

Data was difficult to locate: it was scattered throughout many different Divisions, and was even non-existent for certain sites and time periods, particularly for uses prior to 1950. It was, and still is, common practice for small scale generators of toxic substances to simply dump the wastes into the City's sewer system. Often, data is only gathered when a complaint is made by a private citizen to the Environmental Health Department at the City of Berkeley. Toxic substances are being released and/or stored illegally without the City's knowledge.

It is conceivable that soil and groundwater contamination exists far from their point of origin, given the present dilapidated condition of sewers. Often, toxic substances are dumped into the City's sewer system. As it travels along pipes, it is possible that hazardous substances seep into the soil where breaks in the pipes exist.

## OVERVIEW OF FEDERAL AND STATE LAWS GOVERNING HAZARDOUS MATERIALS MANAGEMENT

### I. INTRODUCTION

A number of laws dealing with hazardous materials management have been developed over the past twenty years. The greatest proliferation of laws has occurred during the past five years. Federal and state laws provide a framework within which local governments must evolve policies and procedures for dealing with toxics within their jurisdictions. The City of Berkeley is in the preliminary stages of developing City ordinances and implementation measures for registering hazardous materials used within the City's boundaries, monitoring their use and disposal, and handling emergencies arising from the release of hazardous material.

This overview presents a brief description of federal and state laws that govern Berkeley's management of hazardous materials. Federal laws are described in chronological order, beginning with the earliest legislation. State laws are described by hazardous substance type. The major agencies that are responsible for hazardous waste management and enforcement are identified in the discussion of the laws.

### II. FEDERAL LAWS

#### 1. Clean Air Act of 1970, amended in 1977 and 1982 (CAA)

The Act sets requirements for federal and state governments to meet air quality standards for six pollutants from stationary and automobile sources. Every state must submit an implementation plan to the Environmental Protection Agency (EPA) that provides for land use and transportation controls, source monitoring, air quality monitoring, and a procedure for review prior to the construction of new sources of pollution. California has been granted the authority to conduct its own vehicle program, given its interest in adopting more stringent controls than are required by the EPA.

#### 2. Federal Insecticide, Fungicide and Rodenticide Act of 1972 (FIFRA)

The Act establishes procedures governing the registration, classification, sale, use, research, monitoring, and disposal of pesticides. FIFRA gives the EPA powers to regulate pesticides, and authorizes the review of the environmental effects associated with a pesticide.

#### 3. Safe Drinking Water Act of 1974 (SDWA)

The Act regulates the quality of drinking water. It is implemented primarily through state enforced EPA standards for public drinking water supplies.

#### 4. Hazardous Materials Transportation Act of 1974 (HMTA)

The Act seeks to protect life and property from the risks inherent in the vehicular transportation of hazardous materials. HMTA regulations include



inspection programs for trucks carrying such materials as well as material terminal points. The California Highway Patrol retains citation authority for violations witnessed on roadways. The Department of Transportation (DOT) regulates routing of hazardous materials and rail transport. The EPA and DOT have adopted joint regulations in the enforcement of the Act.

#### 5. Toxic Substances Control Act of 1976 (TOSCA)

The Act designated the EPA as responsible for protecting human health and the environment against any unreasonable risk caused by exposure to chemical substances and mixtures. The EPA is authorized and directed to: review new chemical substances and mixtures prior to manufacture; develop rules for industry testing of chemical substances; assess risks; and control existing toxic chemicals. As the law is now written, it must be applied chemical by chemical. TOSCA also provides authority for developing data on, and evaluating the toxicity of, substances present in groundwater.

#### 6. Resource Conservation and Recovery Act of 1976 and 1984 (RCRA)

The Act established a system for the transportation of hazardous wastes and a permit process for hazardous waste treatment, storage, and disposal facilities. The 1984 amendment added the regulation of underground storage tanks. RCRA sets forth guidelines to allow states to assume their own solid waste programs.

#### 7. Clean Water Act of 1977 (CWA)

The Act delegates to the EPA authority over pollution of all water bodies in the United States. As presently interpreted, the CWA provides limited statutory authority for controlling groundwater pollution. Permits are required for direct wastewater discharge into a water body. Funding is provided for planning for source control and wastewater treatment plant construction.

#### 8. Comprehensive Environmental Response, Compensation and Liability Act of 1980 (Superfund) (CERCLA)

The Act created an authority to respond to releases of hazardous substances from inactive or abandoned hazardous waste sites and oil spills, and to develop prohibitions and requirements concerning such sites. The law also made it possible for federal and state governments to seek reimbursement from responsible parties (generators, transporters, or disposers) for money expended on site clean up, and it authorized the federal government to go to court to order those parties to clean up the site. CERCLA also established a tax on industry, which serves as its funding source.

#### 9. Superfund Amendments and Reauthorization Act of 1986 (SARA)

The Act prohibits disposal of hazardous wastes at leaking landfills and emphasizes permanent, rather than interim, waste control. The industry liability scheme is retained. SARA established a "community right to know" clause which requires certain types of manufacturers to report chemical inventories and emissions. In addition, SARA requires states to create emergency planning districts to handle chemical leaks.



### III. STATE LAWS

#### 1. Hazardous Waste and Substance Control Laws

California's laws in this area cover hazardous substance storage and the state's share of Superfund implementation. These laws provide rules, set standards, generate funding for implementation efforts, and establish permit issuance authority. They implement RCRA, CERCLA, and HMAT. The Department of Health Services, the California Highway Patrol, the State Water Quality Control Board, and the Regional Water Quality Control Board collectively administer these laws.

The Sher Bill (1984) regulates the underground tank storage of hazardous substances. This bill requires counties to carry out a program of permitting and inspecting all underground tanks. Unauthorized releases of toxic substances must be recorded and reported within twenty four hours. Cities and counties that enact their own ordinances can be held exempt from the Sher Bill requirements, if the ordinance provides, at a minimum, for double containment and the monitoring of underground storage tanks, and if permits are used under the ordinance.

The Tanner Bill (1986) requires counties to prepare a hazardous waste management plan (HWMP), and requires that the expansion of an offsite hazardous waste facility be consistent with the county HWMP. Regional governments or associations are authorized to prepare a regional HWMP. The Department of Health Services (DOHS) must issue guidelines for the preparation and adoption of HWMPs. DOHS disburses funds to counties to assist in hazardous waste control. A recent Tanner implementation bill increased the funding allocation to counties for hazardous waste management and authorized an earlier release of the funds.

The Waters Bill (1986) requires counties to establish an Administering Agency which monitors businesses' use of hazardous materials. Businesses are required to file an emergency response plan if they handle hazardous materials. Businesses must file annually an inventory of hazardous substances handled on site. These inventories are due to the Administering Agency no later than January 1, 1988.

The LaFollette Bill (1986) requires that the total amount of each hazardous waste handled annually be included in the Waters Bill inventory. The Administering Agency under the Waters Bill is also the lead agency for this bill. This bill also requires businesses handling acutely hazardous materials to register with the Agency, and calls for businesses that handle such substances to develop a risk management and prevention program.

#### 2. Air Pollution Control Laws

California's air pollution control laws are contained in the Health and Safety Code and the Vehicle Code. California's list of pollutants exceeds the federal list, incorporating five additional elements. There exists a process for identifying the health effects of hazardous air pollutants. The Air Resources Board (ARB) and the Bay Area Air Quality Management District (BAAQMD) administer air quality control laws. The ARB sets

separate air quality standards and enforces federal standards. The BAAQMD enforces stationary source emissions standards and issues permits to stationary sources (e.g., smokestacks) of air pollution. The District also has the authority to inspect and issue abatement orders.

### 3. Solid Waste Management and Resources Recovery Act

The state's solid waste law classifies disposal facilities according to the type of wastes handled. Hazardous wastes are directed to certain disposal sites. Each county must prepare a solid waste management plan (SWMP) consistent with state policy and regional or area solid waste plans. These plans must include a hazardous waste section. The SWMP must be consistent with the county's General Plan. The Department of Health Services (DHS) administers this Act. DHS and the California Waste Management Board (CWMB) share administration of those disposal sites that include both hazardous and non hazardous materials. CWMB is the designated state solid waste management agency for non hazardous wastes.

### 4. Porter-Cologne Water Quality Act

The Water Code regulates water quality in California. This law created state and regional water quality control boards (SWQCBs and RWQCBs) for service water quality regulation. RCWBs adopt water quality control plans, impose waste discharge requirements, regulate individual disposal systems, issue cease and desist orders, and conduct hearings on water quality matters.

### 5. Safe Drinking Water Laws

The state's drinking water laws are contained both in the Water Code and in the Health and Safety Code. The former Code's provisions provide use of the state's drinking water grant program, while the Health and Safety Code provisions authorize the regulation of public water systems and the creation of drinking water standards. The Department of Health Services and the county Public Health Departments share the authority for regulation of public water supply systems. There also exists an extensive monitoring program that requires each public water system to sample and analyze its water supply for organic chemical contaminants.

### 6. State Pesticide Laws

The Food and Agriculture Code contains the state's laws regulating pesticides. These laws give state and county agricultural commissioners primary enforcement authority over pesticides. Manufacturers, users, and distributors of pesticides require permits, licensing, and registration.

### 7. Emergency Response Act

The Office of Emergency Services (OES), associated with the Office of the Governor, coordinates state and local responses to natural and man made disasters. In 1980, the category of toxic disasters was added to this list. The OES created the Hazardous Materials Incident Contingency Plan that specifies the OES as the agency responsible for handling hazardous material spills for non highway accidents, and the California Highway Patrol for highway incidents.

## OVERVIEW OF BERKELEY'S CURRENT APPROACH TO HANDLING HAZARDOUS MATERIALS

### I. INTRODUCTION

The Division of Environmental Health of the Department of Health and Human Services of the City of Berkeley is vested with the responsibility of administering hazardous materials ordinances and regulations for the City. The City has adopted four approaches to hazardous waste management: a hazardous materials disclosure program; regulation of the underground storage of hazardous substances; the creation of an emergency response capability; and the evolution of a memorandum of understanding with the state regarding the enforcement of state standards and regulations controlling hazardous wastes. This overview also describes current procedures for assessing the presence of potentially hazardous materials in Berkeley.

### II. HAZARDOUS MATERIALS DISCLOSURE PROGRAM

Berkeley Ordinance No. 5662-N.S., adopted in 1985, implements the 1986 Waters Bill requiring any business that handles hazardous materials to file an inventory of hazardous substances and an emergency response plan. The intent of the Ordinance is to make available to residents, firefighters, health officers, planners, and elected officials basic information on the locations, type, and health risks of hazardous materials handled by Berkeley's businesses.

Any business which uses, handles, stores, or disposes of designated hazardous materials must submit a disclosure form to the City's Environmental Health Division. This form must be resubmitted annually or whenever there is a significant change in the use of hazardous materials. An annual reporting fee is assessed.

The disclosure form requires that businesses identify in detail hazardous materials in both a waste and non waste form, as well as provide a general facility map and a facility storage and handling map. Finally, the form includes a list of approved hazardous materials transportation vehicle travel routes. (These routes apply to the bulk transport of hazardous materials).

Once the completed disclosure forms are received by the Environmental Health Division, they will be reviewed to determine those businesses which will then be required to submit emergency response plans for handling an unauthorized release of hazardous materials.

The Environmental Health Division estimates that there are approximately 570 disclosure sites in Berkeley and 600 commercial underground tanks. In July, 1986, the Environmental Health Division mailed out approximately 2,000 disclosure packets to Berkeley businesses that potentially might handle hazardous substances. Only one fourth of these businesses have mailed in completed disclosure forms. Since September, 1986, staff has contacted potential hazardous materials users directly, a method of ensuring compliance with the Ordinance that has proven to be fairly successful.



### III. REGULATION OF THE UNDERGROUND STORAGE OF HAZARDOUS SUBSTANCES

Ordinance No. 5744-N.S., adopted in 1986, represents a further implementation of the 1986 Waters Bill. The City has been designated as the jurisdiction responsible for the regulation of the underground storage of hazardous substances. Those businesses using underground tanks must complete a disclosure form. Businesses must develop a monitoring program for each underground tank containing hazardous substances and obtain an operating permit. User fees and annual reporting fees are imposed. Residential oil heating tanks are not regulated by this Ordinance, although the Fire Code, Water Code, and pollution laws would apply if a residential tank were discovered to be leaking or otherwise malfunctioning.

The Berkeley Fire Code requires that a commercial underground tank which has been abandoned for a period of one year be removed from the ground. Those tanks that are located beneath a building or other permanent structure which cannot practically be replaced may be abandoned in place, but must be safeguarded in a manner and with material approved by the Fire Marshall.

### IV. EMERGENCY RESPONSE CAPABILITY

The City has developed an emergency response capability to handle hazardous materials releases. The Environmental Health Division and the Fire Department maintain a van that is fully equipped to respond to such an occurrence. Staff is assigned on a twenty four hour basis to monitor and respond to such an emergency.

### V. MEMORANDUM OF UNDERSTANDING WITH THE STATE

Berkeley is considering negotiating a memorandum of understanding with the state that would invest the City with the authority to regulate and inspect hazardous waste generators. Berkeley would have the primary responsibility for the surveillance of the treatment, storage, handling, and disposal of hazardous waste in instances other than the issuance of hazardous waste facility permits and the registration of hazardous waste transporters, the authority for which resides in the state's Department of Health Services (DOHS).

Berkeley would also be responsible for responding to citizen's complaints, inspecting all hazardous waste generators at least once a year, referring judicial action to the appropriate prosecuting agency, and reporting to DOHS those carriers or sites which it discovers are not permitted or registered, or are otherwise not in compliance with state hazardous waste permit requirements. The City would also be required to work closely with other authorities in providing legal information, reviewing the status of hazardous waste enforcement activity, and coordinating emergency response actions.



## VI. EXISTING PROCEDURES FOR ASSESSING THE PRESENCE OF POTENTIAL HAZARDOUS SUBSTANCES

There exist no systematic procedures for site review and risk assessment in those instances in which the presence of hazardous substances is suspected. The Environmental Health Division would be alerted to the presence of potentially hazardous materials as a result of an emergency spill or release, a citizen's complaint, or a report received from another City department (i.e., the Zoning Division or the Codes and Inspections Division) or outside agency. All demolition permit applications are referred to the Environmental Health Division, as are change of use permits for sites that might have stored or used hazardous materials (i.e. a gas station or industrial site).

The Chief of Environmental Health would refer the job of evaluating a potential hazardous materials site to any one of a group of Sanitarians if the risk were assumed to be minimal (i.e. a residential demolition), or to one of two Sanitarians who are hazardous materials specialists in the case of a more complex situation (i.e. a change of use from a former gas station to a childcare center).

Applicants seeking a use permit would be required to furnish evidence of soils tests or other technical assessments verifying that the site is free of hazardous substances. It is very possible that the City would hire an outside expert, paid for by the applicant, to verify the applicant's findings. The entire process could take up to three months to complete, given the limited staff and the necessity for further tests. In the case of an applicant seeking a use permit, such a delay could result in the loss of the project.

## VII. CURRENT PROCEDURES FOR HANDLING HOUSEHOLD TOXIC MATERIALS

Household products that pose environmental hazards can either be recycled or disposed of at a designated waste disposal site. The City adopted a Recycling Policy Ordinance in 1984 that posited a fifty percent recycling goal. In 1986, The City's Public Works Department issued a Solid Waste Management Plan as a step towards implementing the Recycling Ordinance. The Plan calls for an expansion of the existing recycling program and the development of a mechanical separation and processing system at the City Transfer Station to increase recycling beyond what source separation systems can recover.

In July, 1987, the City initiated a program for recycling waste oil. A recycling tank will be installed at the City Transfer Station. There are currently no other plans underway to implement other aspects of the Solid Waste Management Plan, due to financial constraints and potential City liability.

By the end of 1988, the City will have moved its Refuse Department from its current location at the Corporation Yard to the City Transfer Station. A hazardous materials holding container will be installed on site to handle hazardous materials that are detected in household and commercial trash. As

of July, 1987, the City had no plans to collect and dispose of hazardous materials, other than those that are illegally discarded in trash containers.

The City was a participant in a "Toxics Away" Household Collections Day held in July, 1987. The Association of Bay Area Governments (ABAG) was the primary organizer of the Household Collections Day on which residents were invited to dispose of household hazardous materials. This day was the first of its kind and is likely to be repeated on an annual basis.

#### VIII. EXISTING PROCEDURES FOR PESTICIDE MANAGEMENT

The City adopted a Pest Management Policy in 1984, and the Berkeley Unified School District (BUSD) followed suit in 1985. The policy applies to all pest control and pesticide use within the City, by the City and the BUSD. The policy states that all pesticides are assumed to be hazardous to human health and the environment.

Every City agency and the BUSD is required to submit pest management plans for all anticipated pest problems to the Pest Management Subcommittee of the Community Health Advisory Committee (CHAC), the latter of which was created by the City Council to carry out health planning. The policy requires the use of an integrated pest management plan which is based on the identification of pest ecosystems, the determination of an appropriate injury level and treatment time, and the initial use of non chemical management techniques.

The use of pesticides is restricted to three use categories: a documented pest emergency which threatens the public health; a pesticide which is determined by CHAC to be relatively safe; limited and closely monitored experimental uses of pesticides. Pesticides that do not fall into the above three categories must undergo a comprehensive toxicological review by CHAC and be included in a site or pest specific plan subject to a public hearing, after which point the pesticide may be authorized for use.

Public notification is required for proposed pesticide applications. There exists an appeals process, a complaint procedure, and an investigative process as further protections to the public.

As of July, 1987, the Pest Management Policy had not been applied to the private use of pesticides. The use of pesticides by businesses and residents is regulated by state and federal laws.

#### IX. COORDINATION OF HAZARDOUS MATERIALS MANAGEMENT WITH THE UNIVERSITY AND LAWRENCE BERKELEY LAB

The City has no formal agreement with the University of California at Berkeley and the Lawrence Berkeley Lab regarding joint hazardous materials management. UC Berkeley maintains that it is not subject to either state or local hazardous materials disclosure laws. The City does issue permits for the installation and removal of the University's underground tanks, of which there are approximately fifty five. The University's Environmental Health and Safety Office lacks regulatory authority and thus acts only in an oversight capacity.

The Lawrence Berkeley Lab is federally regulated and is separate from the University. The Lab is not bound by state or local hazardous materials laws. There are fewer than twenty underground tanks at the Lab.

The City hopes to work out a Memorandum of Understanding with both the University and the Lab. Such an agreement would result in shared technical assistance, particularly with regard to improving each party's emergency response capability. The City would benefit from access to the University's computerized technical data on hazardous materials. The City could also make use of the Lab's expertise in dealing with an array of hazardous materials and the Lab's emergency response equipment.

HAZARDOUS WASTE MANAGEMENT GOALS, POLICIES, AND  
IMPLEMENTATION STRATEGIES

The hazardous materials management goals and policies presented in this report are based on findings from land use research conducted in South Berkeley, as well as on discussions with City staff concerned with hazardous substance control. The City is still at the beginning stages of developing approaches to handling hazardous materials. This report represents a preliminary statement on the subject. While South Berkeley is the immediate focus of this report, the goals and policies section must necessarily address hazardous waste management from a Citywide perspective, given the nature and scope of the problem.

I. GOALS AND POLICIES

GOAL 1: IDENTIFY THE NATURE AND EXTENT OF HAZARDOUS MATERIALS USE,  
STORAGE, AND DISPOSAL IN BERKELEY

This goal addresses the fact that comprehensive information is needed regarding the use of hazardous materials in Berkeley before the City can develop a hazardous materials management plan.

POLICY 1.1

Develop a Citywide land use data base accessible to all interested City departments and the public that identifies and locates hazardous materials use, storage, and disposal sites

POLICY 1.2

Ensure public disclosure of hazardous substances and their location in Berkeley

POLICY 1.3

Publicize information on the hazardous materials potential of common household products, pesticides, herbicides, and fertilizers, including the risks associated with the use and improper disposal of such products

GOAL 2: DEVELOP A COMPREHENSIVE HAZARDOUS MATERIALS MANAGEMENT PLAN

This goal speaks to the necessity for standardized procedures for managing hazardous materials in Berkeley, given that Berkeley intends to assume a primary role in regulating hazardous substances in this City.

POLICY 2.1

Develop standard protocols for testing and monitoring sites for the presence of hazardous substances, and explicit City guidelines governing hazardous materials site assessment



## POLICY 2.2

Improve the City's internal hazardous materials review process, including the establishment of: timelines, explicit criteria for requiring either an informal or formal review, the components of the review process, risk assessment measures, and other standards as may be necessary

## POLICY 2.3

Pursue funding sources at a federal, state, and local level for the removal of hazardous wastes from sites in the City of Berkeley

## POLICY 2.4

Develop an emergency response and information sharing network with other jurisdictions and parties, including: the State Department of Health, the Regional Water Quality Board, the Solid Waste Board, the University of California at Berkeley, Lawrence Berkeley Lab, and other authorities

## POLICY 2.5

Provide information to the public on legal and safe means of disposing of household hazardous materials and pesticides, herbicides, and fertilizers

## POLICY 2.6

Develop procedures for ensuring the safe disposal of household hazardous materials and pesticides, herbicides, and fertilizers

## POLICY 2.7

Publicize the use and application of alternative household products and organic pest controls

## POLICY 2.8

Work with Small Quantity Generators (SQGs) in developing a method to encourage SQGs to properly dispose of hazardous materials

## II. IMPLEMENTATION STRATEGIES

### A. Identify Hazardous Materials Usage in Berkeley

1. Conduct a comprehensive land use survey of the City, focused on the use, storage, and disposal of hazardous materials. Such a survey would build on the data collected for West and South Berkeley, as well as on the information collected from the City required hazardous materials disclosure forms. The survey would establish a land use history for those sites that might be in any way linked to the use of hazardous materials. The data base would be accessible to all City Departments concerned with hazardous materials, as well as to the public.

2. Require hazardous substance and/or waste disclosure upon the sale or transfer of property in Berkeley.

3. Publicize the existence of City ordinances and regulations that require disclosure of hazardous materials. Make the non confidential portions of disclosure forms accessible to the public.

4. Publish and disseminate a comprehensive list of common household products and pesticides, herbicides, and fertilizers, identifying their chemical contents and associated health and environmental hazards.

B. Develop a Hazardous Waste Management Plan

1. Develop a risk assessment system that would be used to identify those sites that require testing for the presence of hazardous materials, as well as those types of projects that might be hazardous substance generators.

2. Develop an internal review process and reasonable timelines. Provide an initial informal review of all projects that require a hazardous materials assessment. A review session could be conducted once a week and be attended by a representative from all concerned departments. Projects and sites would be initially evaluated: those deemed to be of low risk for hazardous materials could be processed immediately, while those deemed to be higher risk could be routed through a formal review process.

3. Take an active role in informing SQGs of their obligation to properly dispose of their hazardous wastes, and assist in establishing a voluntary business collection program with a discounted disposal cost.

4. Coordinate the information sharing, review process, and emergency response network between the Environmental Health Division, the Codes and Inspections Division, the Zoning Division, the Fire and Police Departments, the Legal Department, and other divisions and departments of the City of Berkeley.

5. Improve coordination between City departments and the State Department of Health, the Regional Water Quality Board, the Solid Waste Board, the University of California at Berkeley, the Lawrence Berkeley Lab, and other authorities.

6. Identify and assess those funding sources available for toxic waste clean up for sites in Berkeley, and in particular, those sites that are ineligible for Superfund monies.

7. Publicize the existence and types of alternative household products and organic pest controls through the City Manager's annual letter to Berkeley residents, and other media.

8. Encourage the public's use of the Dispute Resolution Board for the resolution of conflicts between neighbors arising from the use of pesticides and/or the improper disposal of household hazardous materials and pesticides, herbicides, and fertilizers.

9. Explore options for City regulation of the use of pesticides, herbicides, and fertilizers by the public.

10. Organize on an annual or semi annual basis a "Toxics Away" Household Collections Day, using as a model the first "Toxics Away" Day in 1987 organized by the Association of Bay Area Governments (ABAG). Efforts should be made to ensure the event's accessibility to those persons, such as senior citizens, who may experience difficulty in participating.

11. Work with businesses and residents of South Berkeley to ensure that the required clean up of hazardous materials does not place an undue financial hardship on these parties, and so as to minimize the disruption of business activity.

12. Work with the University of California at Berkeley and the Lawrence Berkeley Lab in encouraging their compliance with state and local hazardous materials regulations.

# Appendix: Demographics Report





## DEMOGRAPHICS REPORT

### I. INTRODUCTION

This report presents a demographic profile of the South Berkeley community. The data is drawn from the 1940-1980 Census of Population and Housing. The report is divided into three sections: Characteristics of the Population, Employment, Income and Public Assistance. Each of these areas is examined, when relevant, on a Census Tract, Census Block, and neighborhood level.

### II. SUMMARY OF FINDINGS

South Berkeley in 1980 contained 16% of the City's population. There was a 15% population drop between 1970 and 1980, representing a significant loss of Black persons. In 1980, 68% of South Berkeley's population was Black, while 25% was White. The major influx of Blacks occurred between 1940 and 1950.

The 1980 South Berkeley population was concentrated in the 25-34 age range. One person households predominated in 1980, while a significant number of families were female headed.

In 1980, South Berkeley's labor force participation rate was lower than for the City as a whole, while the community's unemployment rate, particularly for Black men and women, was significantly higher. The major occupational category in 1980 was administrative services, which includes clerical work. From 1970 to 1980, the fields of sales, management, and farm work expanded, with a significant increase in the percentage of Black sales workers.

In 1980, significantly more White persons than Black persons attended college, despite the fact that there was an increase between 1970 and 1980 in the percentage of Black persons who attended and completed college.

In 1980, South Berkeley's family income was significantly lower than that of the City at large. From 1970 to 1980, South Berkeley real median family income dropped significantly. In 1980, twice as many South Berkeley households received public assistance. Eleven percent of all South Berkeley families in 1980 were female headed and living in poverty, compared with 2% of all Berkeley families. A higher percentage of South Berkeley persons living in poverty in 1980 were 65+ than was true for the City as a whole. From 1970 to 1980, there was an increase in the number of Black families and persons living in poverty in South Berkeley.

### III. CHARACTERISTICS OF THE POPULATION

#### Summary of Findings:

- \* In 1980, South Berkeley contained 16% of the City's population
- \* There was a 15% population drop between 1970 and 1980 in South Berkeley

- \* Black persons represented 68% of the South Berkeley population in 1980. The next largest group was White persons (25%)
- \* From 1940 to 1950, there was a sharp increase in the population, particularly among Black persons, while from 1950 to 1960, there were population shifts between different ethnic groups and an increase in the Black population. From 1960 to 1980, there was an overall Black population loss in South Berkeley, while the White population increased significantly in several Census Tracts
- \* The 1980 South Berkeley population was concentrated in the 25-34 age range
- \* From 1970 to 1980, there was a reduction in the community's younger population, and an increase in the middle aged and older population
- \* The largest group of South Berkeley households in 1980 was one person households
- \* From 1970 to 1980, there was a drop in the average household size
- \* In 1980, there were a significant number of female headed families in South Berkeley

#### A. Population Count

##### 1. 1980 Profile

In 1980, South Berkeley contained 15,936 persons, representing almost 16% of the City's population. The highest population concentration occurred in Census Block 4234-3 (Grove Park Neighborhood) which contained 10% of South Berkeley's residents. Census Block 4234-3 contains a high concentration of single family dwellings. (See Table A1)

##### 2. 1970-80 Comparison

From 1970 to 1980, South Berkeley experienced a 15% drop in population. The greatest loss occurred in Census Tract 4235 (Grove Park Neighborhood) which lost 33% of its population from 1970 to 1980. Census Tract 4239 (Ashby Adeline and South Central Neighborhoods) was the only Tract to experience a rise in population, increasing by 25% from 1970 to 1980. (See Table A2)

#### B. Ethnic Composition

##### 1. 1980 Profile

The largest concentration of any group in South Berkeley in 1980 was Black persons, representing 68% of South Berkeley's population, although only 20% of the population of the City as a whole. White persons accounted for 25% of South Berkeley's population and 67% of the City's total population. The next largest category was Asians who accounted for 5% of South Berkeley's population and 10% of the City's population. Persons of Spanish Origin

accounted for 1% of South Berkeley's population and 2% of the City's. The Native American population, and persons of backgrounds other than those identified by the Census, accounted for 1% of South Berkeley's and the City's population, respectively. (See Table A2)

The greatest concentration of Black South Berkeley residents occurred in three Census Blocks, 4240-4, 4240-6, 4240-7, located on the border between Berkeley and Oakland. There were 90% or more Black residents in these three areas in 1980. The first Census Block is located in the South Central Neighborhood, while the latter two are located in the South West Neighborhood. The San Pablo Neighborhood, encompassing Census Blocks 4233-1,2, and 3, was 83% Black in 1980.

Census Blocks 4239-2 (Ashby Adeline and South Central Neighborhoods) and 4234-1 (Grove Park Neighborhood) were the most integrated areas in South Berkeley in 1980, containing close to 50% Black and White residents. The three Census Blocks with the highest percentage of White persons, Blocks 4235-1,2,3, are also located in the Grove Park Neighborhood.

The greatest number of Asians in South Berkeley in 1980 were located in Census Block 4234-3 (Grove Park Neighborhood). The South Berkeley Hispanic population was concentrated in Census Block 4233-3, located in the San Pablo Neighborhood. The largest concentration of Native Americans occurred in Census Block 4240-8 (South West Neighborhood).

## 2. 1940-1980 Comparison

In 1940, the total population of South Berkeley was 13,025. From 1940 to 1950, South Berkeley's population increased by 33%, while increasing only 4% from 1950 to 1960. The total population dropped by 1% from 1960 to 1970, and by 17% from 1970 to 1980. (These figures are based on the total Black and White population during this forty year period).

When South Berkeley's Census Tracts are divided into those that were predominantly Black or White in 1980, certain demographic patterns emerge. There is a clear pattern of Black population loss, with a corresponding increase in the White population, from 1960 to 1980. The first wave of Black displacement occurred from 1960 to 1970 in Census Tracts 4235 and 39 (Grove Park, Ashby Adeline, and South Central Neighborhoods). It can be speculated that the older Victorians prevalent in these neighborhoods proved to be an attractive and very affordable investment for middle income White persons during this period.

The second wave of Black displacement occurred from 1970 to 1980 in Tracts 4233, 34, and 40 (San Pablo, Grove Park, South West, and South Central Neighborhoods). This second group of higher income homebuyers turned their attention to the bungalows that predominate in Tract 4233, smaller homes than the Victorians but still desirable. (The same trends are observable when the data is analyzed in terms of the number of Black and White households).



The data from the 1940-80 Census documents the patterns presented above. From 1940 to 1960, the Black population of Tracts 4235 and 39 (Grove Park, Ashby Adeline, and South Central Neighborhoods) increased threefold, while the White population dropped by 68%. Yet from 1960 to 1970, the Black population fell by 79% and the White population more than doubled. By 1970, the Black population of Tracts 4233, 34, and 40 (San Pablo, Grove Park, South West, and South Central Neighborhoods) had increased seven times. However, from 1970 to 1980, this area of South Berkeley experienced a 21% loss of the Black population, and a corresponding 20% increase in the White population. (See Table A3)

## C. Age Distribution

### 1. 1980 Profile

In 1980, South Berkeley's population was concentrated in the 25-34 age range, representing 21% of all South Berkeley residents. This figure was 3% lower than the City's figure for this age range. The next largest age group was the 0-15 age range, representing 19% of South Berkeley's population, a full six percentage points above the City's figures for this age range. The third and fourth largest age categories were ages 16-24 at 16% of South Berkeley's population and ages 65+ at 15% of the community's population. The former figure is a full 10 percentage points below the comparable indice for the City as a whole, while the latter age range of 65+ is 4 percentage points higher than the City's figure.

The highest concentration of persons in the 25-34 age range occurred in Block 4239-2 (Ashby Adeline and South Central Neighborhoods). Census Block 4234-3 (Grove Park Neighborhood) included the greatest number of South Berkeley residents between the ages of 0-15. The largest number of South Berkeley residents aged 16-24 lived in Census Block 4233-2 in the San Pablo Avenue neighborhood. South Berkeley residents who were 65 years or older were concentrated in Census Block 4233-1 (San Pablo Neighborhood).

There were more women than men in South Berkeley over the age of 35, while in only one instance, in the age range 16-24, were there more men than women. The sex differences are most evident in the 65+ age category in which South Berkeley women outnumbered South Berkeley men by 3%. The 65+ population of South Berkeley women was concentrated in Census Block 4233-1. (See Table A4)

### 2. 1970-80 Comparison

South Berkeley experienced a loss of its younger population and an increase in its middle and older aged population from 1970 to 1980. Between 1970 and 1980, the South Berkeley population fell between 8% and 33% in every Tract except 4239 (Ashby Adeline and South Central Neighborhoods) which experienced a 25% increase. Every Census Tract experienced a loss of persons in the 16-24 age range, with the highest loss occurring in Tract 4235 (58%: Grove Park Neighborhood). There were significant increases in the 25-34 and 60+ age ranges, with increases ranging from 4% to 83%. (See Table A5)

## D. Household Size

### 1. 1980 Profile

In 1980 there were a total of 7,110 households. The largest single group was one person households (38%), followed by two person households (31%). These figures are two percentage points below the City's figures for these categories. Census Block 4240-8 had the greatest concentration of one person households (50%), while Census Block 4240-4 had the greatest number of two person households (46%). The former Block is located in the South West Neighborhood, while the latter is situated in the South Central Neighborhood. Only 15% of South Berkeley households were composed of three persons, 9% were four person households, 4% were five person households, and 3% were six plus person households. (See Table A6)

### 2. 1970-80 Comparison

The average South Berkeley household size in 1970 was 2.43, compared with the 1980 figure of 2.20, and 2.11 for the City as a whole. The greatest drop in household size occurred in Tract 4233 (San Pablo Neighborhood) which was reduced to 2.19 from 2.57. (See Table A7)

## E. Family Type (By Presence of Own Children)

### 1. 1980 Profile

South Berkeley families in this category in 1980 represented 39% of all South Berkeley households. The largest group of family types within this group were female headed households, representing 21% of all South Berkeley households. Married couples followed at 16%, with male heads of households at only 2%. The greatest concentration of female headed households with their own children occurred in Tract 4240-4 (South Central Neighborhood) encompassing 50% of all households in this Block. (See Table A8)

## IV. EMPLOYMENT

### A. Unemployed and Labor Force Participation

#### Summary of Findings:

- \* In 1980, South Berkeley had a lower labor force participation rate and a significantly higher unemployment rate than the City's
- \* Black South Berkeley residents had lower labor force participation rates and higher unemployment rates than did White South Berkeley residents
- \* From 1970 to 1980, South Berkeley's labor force participation rates fell, while unemployment rates rose
- \* The major occupation held by South Berkeley residents in 1980 was administrative services, which includes clerical work

- \* From 1970 to 1980, there was an increase in the fields of sales, management, and farm work
- \* From 1970 to 1980, there was a significant increase in the percentage of Black sales workers
- \* South Berkeley residents in 1980 evidenced a clear lack of access to higher education
- \* There was marked differential access to college between the Black and White South Berkeley population in 1980. The latter group had significantly greater access than did the former
- \* From 1970 to 1980, there was an increase in the number of South Berkeley residents, both Black and White, attending and completing college

## 1. 1980 Profile

### a. General Population

South Berkeley evidenced a slightly lower civilian labor force participation rate than the City's, while sustaining a substantially higher unemployment rate. Fifty seven percent of South Berkeley's population was in the civilian labor force in 1980. This figure is three percentage points below that for the City as a whole. Tract 4239, located in the Ashby Adeline and South Central Neighborhoods, registered the highest civilian labor force rate at 64%. The lowest labor force participation rate occurred in 4233 (50%: San Pablo Neighborhood). The significant presence of persons over 60 in Tracts 4233 may have contributed to the lower labor force participation rates.

Fourteen percent of South Berkeley's civilian labor force was unemployed in 1980. This figure was more than three times as high as the City's unemployment rate, which stood at 4% in 1980. It is likely that the actual unemployment rate was significantly higher than this due to the fact that the Census considers as unemployed only those persons who are still actively searching for work. Tract 4240 (South West and South Central Neighborhoods) sustained the highest unemployment rate at 17%. Thirty six percent of Block 4240-4 was unemployed, representing the highest rate among the twenty Census Blocks in South Berkeley.

### b. Black and White Population

#### 1b. Male Unemployment and Labor Force Participation

Black male labor force participation rates were consistently lower than White male rates and rates for all males in South Berkeley in 1980, while Black male unemployment rates were significantly higher than those for White males and all males. White male labor force participation in South Berkeley was 17% higher in 1980 than the participation rate for Black men. The Black male rate was 10% lower than the City's labor force participation



rate for all Berkeley males (66%). The White male rate was 7% higher than the City's rate. Tract 4234, located in Grove Park Neighborhood, registered the highest labor force participation rate for both Black and White men, at 59% and 85% respectively.

Black male unemployment (18%) was twice as high as White male unemployment in 1980, and more than twice as high as the City's unemployment figure for all Berkeley males (8%). Tract 4240 registered the highest rate of Black male unemployment (21%), a figure more than twice the highest Tract rate for White males (Tract 4234 at 10%). Tract 4233 (San Pablo Neighborhood) registered no unemployment among White males.

## 2b. Female Unemployment and Labor Force Participation

1980 Census figures detailing Female labor force participation and unemployment present a profile that is similar to that for the male population: labor force participation rates for Black women were significantly lower than those for White women and the City as a whole, while the former group's unemployment rates were significantly higher than those of the latter two groups. Forty eight percent of South Berkeley's Black female population in 1980 was in the labor force, compared with 64% of the White female population and 56% of all Berkeley women. The highest labor force participation rate for Black women occurred in Tract 4235 (Grove Park Neighborhood), while the highest rates for White women occurred in Tract 4239 (Ashby Adeline and South Central Neighborhoods).

Black female unemployment in South Berkeley, at 15%, was 36% greater than the corresponding figure for White South Berkeley women, and more than twice the unemployment rate for all Berkeley women (7%). Black female unemployment was highest in Tract 4239 (19%), while white female unemployment was highest in Tract 4234 (23%) (Grove Park Neighborhood). White female unemployment registered at 0% in more than half of the twenty Census Blocks in South Berkeley, while only one fourth of these Blocks registered a 0% unemployment rate for Black women. (See Tables 1-3, Economic Development Element)

## 2. 1970-80 Comparison

### a. General Population

From 1970 to 1980, the labor force participation rate dropped in every South Berkeley Tract except 4239 (Ashby Adeline and South Central Neighborhoods), reflecting the population drop in all Tracts except 4239 during this period. The unemployment rate increased overall.

Tract 4235 (Grove Park Neighborhood) experienced the greatest drop in the labor force rate (28%: this and other percentages in the 1970-80 comparisons reflect an average of male and female rates), as well as the most significant decrease in unemployment for South Berkeley. Tract 4239 reflected a 38% increase in labor force participation rates for men and women. This same Tract registered the highest unemployment rate increase (82%) from 1970 to 1980. (See Table A9)



## b. Black Population

Black labor force participation and unemployment rates mirrored the general population's trend from 1970 to 1980, although the actual percentages were consistently higher in the case of participation rates.

## B. Occupation

### 1. 1980 Profile

The majority of South Berkeley residents in 1980 were employed in the administrative sector, which included all clerical occupations (23%), followed by the professional/technical sector (21%), and the service sector (16%). This percentage ranking differs from that of the City: the professional/technical sector ranked first at 36%, followed by the administrative sector (18%), and finally the service sector (12%). Tract 4233 (San Pablo Neighborhood) registered the highest percentage of administrative sector workers, Tract 4235 (Grove Park Neighborhood) the highest percentage of professional/technical workers (40%), and Tract 4240 (South West and South Central Neighborhoods) the highest percentage of service workers (19%). (See Tables 9-11, Economic Development Element)

### 2. 1970-80 Comparison

#### a. General Population

The sales sector underwent the highest significant increase in South Berkeley between 1970 and 1980, although the farmworkers sector also grew at a high rate, while registering only a small number of workers. The management sector also increased significantly among all Census Tracts. The professional/technical sector experienced minor gains in all but one Tract. The seven remaining occupational categories decreased primarily from 1970 to 1980, with private household workers, operators, and transportation workers experiencing the most severe decline. (See Table A10)

#### b. Black Population

The category of sales workers was the only one in which there was a significant expansion between 1970 and 1980 among all Census Tracts. The remaining ten occupational categories present no consistent pattern among Census Tracts, although the trend was one of a loss of jobs in each occupational sector. Tract 4233 registered the highest increase in the sales category, as well as the most significant loss within an occupational category, that of private household workers. The latter occupation underwent the most consistent losses among all occupational categories from 1970 to 1980.

## C. Education

### 1. 1980 Profile

#### a. General Population

South Berkeley's 1980 educational profile indicates a lack of access to college, in contrast to the City as a whole. Sixty eight percent of South Berkeley's population in 1980 had completed either four years of high school, one to three years of college, or four years of college. Within the City as a whole, 52% had completed four years of college and another 20% had completed one to three years of college. Tract 4234 (Grove Park Neighborhood) registered the highest college completion rate, while Tract 4240 (South West and South Central Neighborhoods) registered the highest high school completion rate. (See Table A11)

#### b. Black and White Population

Differential access to higher education is marked when Black and White educational attainment is contrasted, particularly in terms of college completion. Only 10% of South Berkeley's Black population had completed college, in contrast to 21% of the total South Berkeley population, 51% of the White South Berkeley population, and 52% of the City's population. There was greater parity between the Black and White population regarding the percentage of persons who had attended one to three years of college: 23% of the Black population fit this category, while 24% of the White population met this criterion.

The single largest category of educational achievement for the South Berkeley Black population was high school completion (26%), whereas only 13% of the White population's education ended at this stage. Tract 4240 (South West and South Central Neighborhoods) registered the highest number of Black high school and college graduates, while Tract 4235 (Grove Park Neighborhood) registered the highest number of White college graduates.

### 2. 1970-80 Comparison

#### a. General Population

From 1970 to 1980, there was a significant increase in the number of South Berkeley residents who either attended one to three years of college or completed college. The percentage of persons who had completed college rose between 45% and 161% (Tract 4240: South West and South Central Neighborhoods) in every Tract from 1970 to 1980. Tract 4239 (Ashby Adeline and South Central Neighborhoods) registered the greatest increase in those completing one to three years of college (68%). (See Table A12)

#### b. Black Population

The pattern of changes in Black educational attainment from 1970 to 1980 mirrored the general population's pattern, although one Census Tract, 4235 (Grove Park Neighborhood), experienced a 30% drop in the number of Black

college graduates, and the percentage increases in the categories of some college and college completion were smaller than those for the general population. The actual number of persons affected was also consistently smaller, as much as 50% in the college completed category.

## V. INCOME/INCOME ASSISTANCE

### Summary of Findings:

- \* In 1980, South Berkeley's family income was significantly lower than that of the City at large
- \* When broken down by ethnic group, no group's mean family income equalled or surpassed the City's mean family income. Asians registered the highest mean family income
- \* From 1970 to 1980, real median family income dropped significantly in South Berkeley
- \* In 1980, 21% of South Berkeley households received public assistance, compared with 10% of all Berkeley households, while 6% more South Berkeley households collected Social Security than did households in the City at large
- \* In 1980, the number of South Berkeley persons living in poverty was 2% higher than for persons in the City at large, while the number of families living in poverty was 29% higher in South Berkeley than in the City at large. Female headed families in poverty in South Berkeley represented 11% of all families in that community, while only 2% of all Berkeley families were female headed and living in poverty
- \* The percentage of Black persons living in poverty in South Berkeley was equal to that for Black persons in the City at large, and 1% higher than that for Berkeley's general population
- \* From 1970 to 1980, there was a drop in the percentage of South Berkeley persons living in poverty, although there was an increase in the percentage of families living in poverty
- \* From 1970 to 1980, there was a decrease in the number of Black persons and families living in poverty. Within those families in poverty, there was an increase in the number of families headed by women

### A. Income Range

#### 1. 1980 Profile

##### a. General Population

Most South Berkeley families in 1980 had incomes significantly below those of all Berkeley families. South Berkeley's median income was 70% of the City's median. Tract 4240 (South West and South Central Neighborhoods) had



the highest percentage of families that fell just at, or below, the median of \$14,115. Approximately one quarter of South Berkeley families in every Tract had incomes in the \$15,000-\$24,999 range, while only two of the five Tracts, 4233 and 4235, (San Pablo Neighborhood and Grove Park Neighborhood, respectively), registered 25% of families with an income in the \$25,000-\$49,999 range, the highest percentage in this category.

Tract 4239 (Ashby Adeline and South Central Neighborhoods) registered the highest percentage of families in the \$15,000-\$24,999 range (27%). The remainder of families in the latter range averaged 14% among the other three Tracts. An average of only 3% of all South Berkeley families earned \$50,000 or more, with Tract 4239 registering the highest percentage in this category at 7%. (See Table A13)

#### b. Income Range By Race and Spanish Origin

The 1980 Census identified five groups for whom income ranges were specified: Black, White, Indian, Asian, Spanish Origin. The mean income for each of these groups was specified; however, the median was not. The mean income of each of these groups was considerably below that of the City's. The Asian population had the highest mean family income of any of the five groups, an average of \$21,120 among the five Census Tracts. This group is followed by White families at \$17,187, Black families at \$15,988, Native American families at \$14,903, and Spanish Origin families at \$13,468. The highest mean income group, that of Asian families, fell 20% short of the City's mean family income.

### 2. 1970-80 Comparison

#### a. General Population

By using the Consumer Price Index (CPI) for 1970 and 1980, it becomes possible to evaluate changes in median family income for South Berkeley residents from 1970 to 1980. The real median income fell in four of five Tracts. The sole exception was Tract 4235 (Grove Park Neighborhood) in which the median family income rose by 5%. The median income loss between 1970 and 1980 was as much as 27%, which occurred in Tract 4233 (San Pablo Neighborhood)

### B. Social Security/Income Assistance

#### 1. 1980 Profile

Twenty one percent of South Berkeley households in 1980 received public assistance, compared with a Citywide figure of 10%. South Berkeley households receiving Social Security in 1980 outnumbered all Berkeley households in this category by 30%. Tract 4240 (South West and South Central Neighborhoods) registered the highest public assistance rate (27% of all households), as well as the highest percentage of households receiving Social Security (31%). (See Table A14)



## C. Poverty Status

### 1. 1980 Profile

#### a. All Persons/All Families

The percentage of South Berkeley persons living in poverty in 1980 was two percent higher than the corresponding figure for the City at large. The number of families in poverty in this community was 29% higher than for the City at large. The percentage of female headed families in poverty in South Berkeley, in relationship to all South Berkeley families, was 11%. Most of these families had children under 18 in the household. Only 2% of all Berkeley families were female headed and living in poverty.

Twenty two percent of all persons and 18% of all families in South Berkeley lived in poverty in 1980. In comparison, 22% of all persons and 12% of all families in Berkeley lived in poverty. Tract 4240 registered the highest percentage of both individuals and families living in poverty (27% and 25%, respectively). The percentage of persons 65+ living in poverty in South Berkeley in 1980 was 8%, with the highest percentage occurring in Tract 4233 (18%: San Pablo Neighborhood). The City's figure is 9% for this age group. Those families with a female head of household living in poverty constituted an average of 70% of all families in South Berkeley, in comparison to the City's figure of 42%. Tract 4234 contained the highest percentage of female headed families in 1980 (81%: Grove Park Neighborhood).

Those female headed families with related children under 18 in poverty constituted 85% of all female headed households living in poverty in South Berkeley. This figure contrasts with the City's figure for this category (60%). One hundred percent of all female headed families in Tract 4235 (Grove Park Neighborhood) belonged to this category, the highest percentage among all the South Berkeley Tracts. Those female headed families living in poverty with children under six years of age constituted an average of 40% of all female headed families living in poverty, in contrast to the City's figure which is only 20%. Tract 4235 registered the highest percentage of female headed families in this category (57%: Grove Park Neighborhood). (See Table A15)

#### b. Black Persons/Black Families

The percentage of Black persons in poverty in 1980 in South Berkeley was equal to that for Black persons in the City at large, and 1% higher than that for Berkeley's general population. Within the category of persons living in poverty in 1980, there were more Black persons 65+ living in South Berkeley in poverty than was true for all persons 65+ living in poverty in the City as a whole. The total number of families in poverty was comparable between the two groups. A higher percentage of Black families in poverty were female headed households than among all South Berkeley families in poverty, and had a higher percentage of children under the age of six than the latter group. (No figures are available for a comparison with the City as a whole).

The location of the highest percentage of Black persons in poverty, including those over 65, mirrors the findings for the South Berkeley population at large. This factor holds true also for the total number of Black families in poverty.

## 2. 1970-80 Comparison

### a. All Persons/All Families

From 1970 to 1980, there was an overall decrease in the number of persons living in poverty in South Berkeley, while the number of families in poverty increased. The former decrease occurred in three out of five Tracts, while the latter increase was concentrated in two Tracts.

The largest gain in the percentage of persons living in poverty occurred in Tract 4239 (34%: Ashby Aveline and South Central Neighborhoods), while the largest drop occurred in Tract 4235 (51%: Grove Park Neighborhood). There was an overall drop between 1970 and 1980 in the percentage of persons 65+ living in poverty, with the sharpest drop evident in Tract 4239. There was a significant increase in the percentage of female headed families in poverty in Tract 4233 (78%: San Pablo Neighborhood) and Tract 4239 (47%), reflecting an overall increase in this category in South Berkeley.

Those female headed families in poverty with children under 18 increased in every Tract except one (4240: South West and South Central Neighborhoods), with the highest percentage increase occurring in Tract 4233. Those female headed families in poverty with children under six fell in three of five Tracts, although increasing 100% in one Tract (4233). The greatest decrease occurred in Tract 4239 (53%).

### b. Black Persons/Black Families

Between 1970 and 1980, there was a 25% decrease in the percentage of Black persons living in poverty in South Berkeley, and a 11% drop in the percentage of Black families living in poverty in this community. These changes may be attributable in part to the overall loss of Black population between 1970 and 1980, rather than to a improvement in the economic position of Black persons and families. The number of Black female headed families of those families living in poverty rose overall, with increases in three of five Tracts. The greatest increase occurred in Tract 4233 (33%: San Pablo Neighborhood). There was an overall reduction from 1970 to 1980 in Black female headed families with children under 18, with the greatest loss being registered in Tract 4235 (64%).

## VI. ADDENDUM: 1986 SOUTH BERKELEY HOUSEHOLD SURVEY

### A. Methodology

The South Berkeley community was surveyed in the summer of 1986 by a group of youths employed by the City funded Summer Youth Project. All 7,110 households in South Berkeley were approached by the survey workers. Surveys were administered at the door through a brief interview. There was a 5% response rate. The two areas covered that are relevant to this report are: Profile of Respondents and Employment. Whenever possible, each area is examined in relationship to the 1980 Census.

## B. Profile of Respondents

The majority of respondents were Black, were aged 20-29, had lived in Berkeley for more than ten years, had completed high school, and had no children. The percentage of Black persons was 2% higher than the 1980 Census figure of 68%. The 1986 age range overlaps with the 1980 25-34 age range within which South Berkeley's population was most heavily concentrated.

The 1986 Survey also duplicates the 1980 trend regarding respondents' education level: high school was the highest level completed for most South Berkeley persons. However, the 1986 Survey's high school completion figure is 15% higher than the 1980 Census' figure, while the figures for years of college completed are comparable between the two surveys. The 1986 Survey registers a significant number of households without children living at home (50%), a factor which appears to confirm the predominance of one and two person households recorded in 1980. (See Table A16)

## C. Employment

The majority of respondents in the 1986 Survey were either employed fulltime (35%), or were retired (25%). The 1980 Census indicated that 43% of South Berkeley residents were in the civilian labor force and employed. The majority of respondents in the 1986 Survey did not work in Berkeley. A low percentage of respondents had used available Berkeley job training programs (18%: there could be an overlap in the response). The majority of those that had used job training agencies secured a job that lasted from one to three montns.

TABLE A1

## SOUTH BERKELEY POPULATION BY ETHNICITY (1980)

TRACT		Tot. Pop.	White Pop.	% of total	Black Pop.	% of total	Indian Pop.	% of total	Asian Pop.	% of total	Span. Pop.	% of total	Other Race	% of total
4233	1--1	975	93	9.6%	784	80.4%	0	0.0%	65	6.5%	16	6.5%	17	1.6%
4233	2--2	1371	138	13.0%	1169	85.3%	0	0.0%	16	1.2%	8	1.2%	0	0.0%
4233	3--3	995	89	8.9%	802	80.6%	0	0.0%	52	5.2%	44	1.2%	8	5.1%
<b>Total 4233</b>		<b>3339</b>	<b>360</b>	<b>10.8%</b>	<b>2755</b>	<b>82.5%</b>	<b>0</b>	<b>0.0%</b>	<b>131</b>	<b>3.9%</b>	<b>68</b>	<b>2.0%</b>	<b>25</b>	<b>0.7%</b>
4234	1--4	910	464	51.0%	359	39.5%	0	0.0%	73	8.0%	6	8.0%	8	0.7%
4234	2--5	864	201	23.3%	502	60.4%	13	1.5%	63	7.3%	36	7.3%	29	4.2%
4234	3--6	1634	217	13.3%	1275	78.0%	0	0.0%	77	4.7%	0	4.7%	65	0.0%
4234	4--7	971	110	11.3%	818	84.2%	0	0.0%	43	4.4%	0	4.4%	0	0.0%
<b>Total 4234</b>		<b>4379</b>	<b>992</b>	<b>22.7%</b>	<b>2974</b>	<b>67.9%</b>	<b>13</b>	<b>0.3%</b>	<b>256</b>	<b>5.8%</b>	<b>42</b>	<b>1.0%</b>	<b>102</b>	<b>2.3%</b>
4235	1--8	317	271	85.6%	20	6.3%	0	0.0%	20	6.3%	5	6.3%	0	1.2%
4235	2--9	352	266	75.5%	52	14.6%	0	0.0%	35	9.9%	0	9.9%	0	0.0%
4235	3--10	642	362	59.5%	172	26.8%	3	0.5%	62	9.6%	23	9.6%	0	3.5%
4235	4--11	680	363	53.4%	216	31.7%	5	0.8%	88	12.9%	8	12.9%	0	1.2%
<b>Total 4235</b>		<b>1991</b>	<b>1282</b>	<b>64.4%</b>	<b>460</b>	<b>23.1%</b>	<b>8</b>	<b>0.4%</b>	<b>205</b>	<b>10.3%</b>	<b>36</b>	<b>1.8%</b>	<b>0</b>	<b>0.0%</b>
SB4239	2--12	1180	632	53.6%	479	40.6%	4	0.3%	65	5.5%	0	0.0%	0	0.0%
4240	1--13	739	116	15.7%	594	80.4%	0	0.0%	23	3.1%	6	3.1%	0	0.8%
4240	2--14	614	214	34.9%	387	63.0%	0	0.0%	10	1.6%	3	1.6%	0	0.5%
4240	3--15	797	147	18.4%	619	77.7%	0	0.0%	9	1.1%	22	1.1%	0	2.3%
4240	4--16	169	6	3.6%	163	96.4%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
4240	5--17	907	100	11.0%	778	85.8%	0	0.0%	7	0.8%	11	0.8%	11	1.2%
4240	6--18	247	16	6.5%	226	91.5%	5	2.0%	0	0.0%	0	0.0%	0	0.0%
4240	7--19	566	30	5.3%	536	94.7%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
4240	8--20	1008	82	8.1%	876	86.9%	24	2.4%	7	0.7%	19	0.7%	0	1.9%
<b>Total 4240</b>		<b>5047</b>	<b>711</b>	<b>14.1%</b>	<b>4179</b>	<b>82.8%</b>	<b>29</b>	<b>0.6%</b>	<b>56</b>	<b>1.1%</b>	<b>61</b>	<b>1.2%</b>	<b>11</b>	<b>0.2%</b>
<b>Total Berkeley</b>		<b>15936</b>	<b>3977</b>	<b>25.0%</b>	<b>10847</b>	<b>68.1%</b>	<b>54</b>	<b>0.3%</b>	<b>713</b>	<b>4.5%</b>	<b>207</b>	<b>1.3%</b>	<b>138</b>	<b>0.9%</b>
<b>% of Berkeley Pop</b>		<b>15.4%</b>	<b>5.7%</b>		<b>52.5%</b>		<b>13.6%</b>		<b>6.9%</b>		<b>10.3%</b>		<b>1.5%</b>	
<b>City of Berkeley</b>		<b>103328</b>	<b>69519</b>	<b>67.3%</b>	<b>20671</b>	<b>20.0%</b>	<b>398</b>	<b>0.4%</b>	<b>10311</b>	<b>10.0%</b>	<b>2014</b>	<b>1.9%</b>	<b>749</b>	<b>0.7%</b>

SOURCE: 1980 US Census Summary Tape File 3A



FIGURE A1-a



source: 1980 census

TABLE A2    POPULATION:    POPULATION COUNT (1970-80)

1970 <sup>1</sup>			1980		1970-80	
<u>Tract</u>	<u>Count</u>	<u>% of Tot.</u>	<u>Count</u>	<u>% of Tot.</u>		
33	3,621	19%	3,339	212%	#	- 282
					%	- 8%
34	5,116	27%	4,379	28%	#	- 737
					%	- 14%
35	2,985	16%	1,991	13%	#	- 994
					%	- 33%
39	920	5%	1,149	7%	#	+ 229
					%	+ 25%
40	6,119	33%	5,047	32%	#	-1,072
					%	- 18%
<u>Total</u>	18,761		15,905		#	-2,856
					%	- 15%

Footnotes:

<sup>1</sup>1970 Figures for Tracts 4235 and 4239 are based on a percentage calculation of the population contained within the South Berkeley boundaries. Applies to this and all subsequent tables, unless otherwise noted.

Tract 4235 = 67% of all persons lived within the South Berkeley border.  
 Tract 4239 = 23% of all persons lived within the South Berkeley border.

Sources:

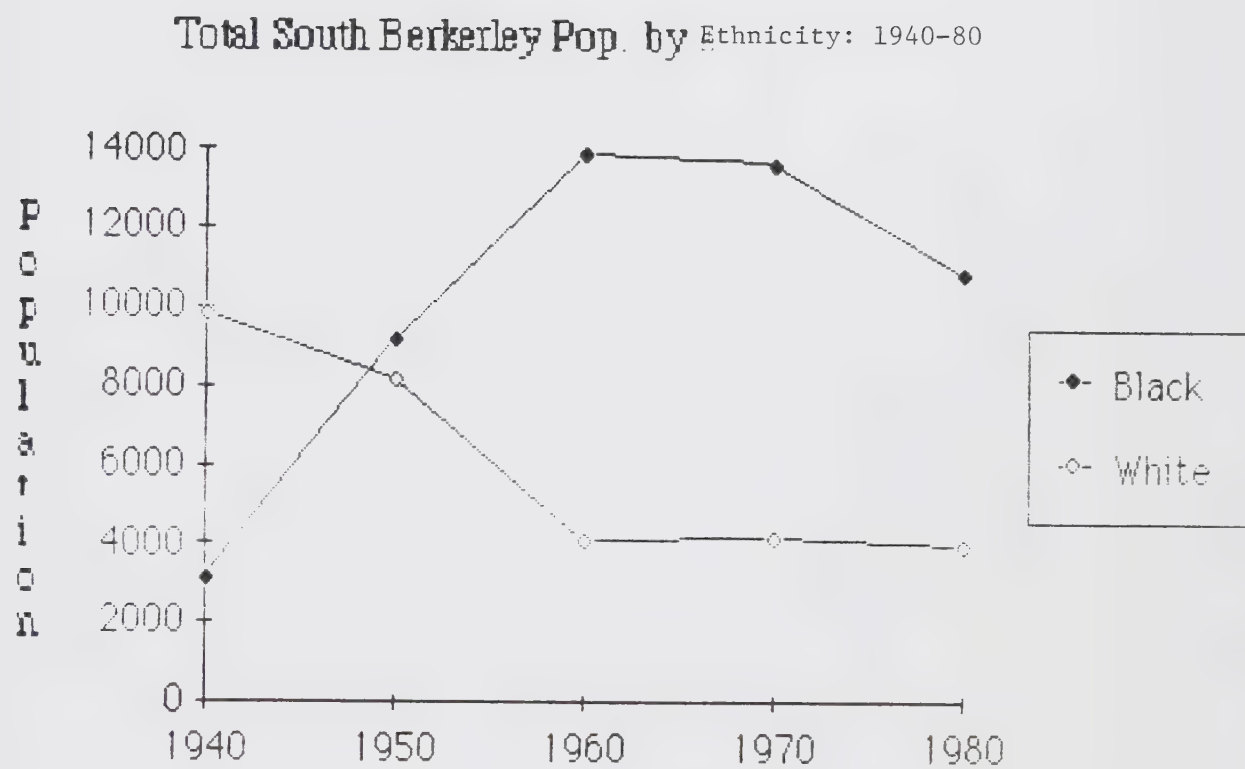
Table P-1 "General Characteristics of the Population: 1970"  
 1970 Census of Population and Housing  
 PHC(1)-189 Bureau of the Census

Table "South Berkeley Population by Race"  
 1980 U.S. Census Summary Tape File 3A

TABLE A3

Total Population South Berkeley and Black Community: 1940 - 1980					
<b>white SB total</b>					
tract:	<b>1940</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>
4233	1300	794	329	391	360
4234	2118	874	251	759	992
4235	1669	1129	444	1814	1282
4239	1970	1627	717	645	632
4240	2822	3742	2326	571	711
total	9879	8166	4067	4180	3977
<b>black SB total</b>					
tract:	<b>1940</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>
4233	604	1947	2607	3105	2755
4234	1179	3819	4552	4029	2974
4235	724	1830	3019	882	460
4239	635	1419	2279	228	479
4240	4	176	1444	5391	4179
total	3146	9191	13901	13635	10847
<b>white (blk. tracts)</b>					
tract:	<b>1940</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>
4233	1300	794	329	391	360
4234	2118	874	251	759	992
4240	2822	3742	2326	571	711
total	6240	5410	2906	1721	2063
<b>black (blk. tracts)</b>					
tract:	<b>1940</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>
4233	604	1947	2607	3105	2755
4234	1179	3819	4552	4029	2974
4240	4	176	1444	5391	4179
total	1787	5942	8603	12525	9908
<b>white SB total (other tracts)</b>					
tract:	<b>1940</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>
4235	1669	1129	444	1814	1282
4239	1970	1627	717	645	632
total	3639	2756	1161	2459	1914
<b>black SB total (other tracts)</b>					
tract:	<b>1940</b>	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>
4235	724	1830	3019	882	460
4239	635	1419	2279	228	479
total	1359	3249	5298	1110	939

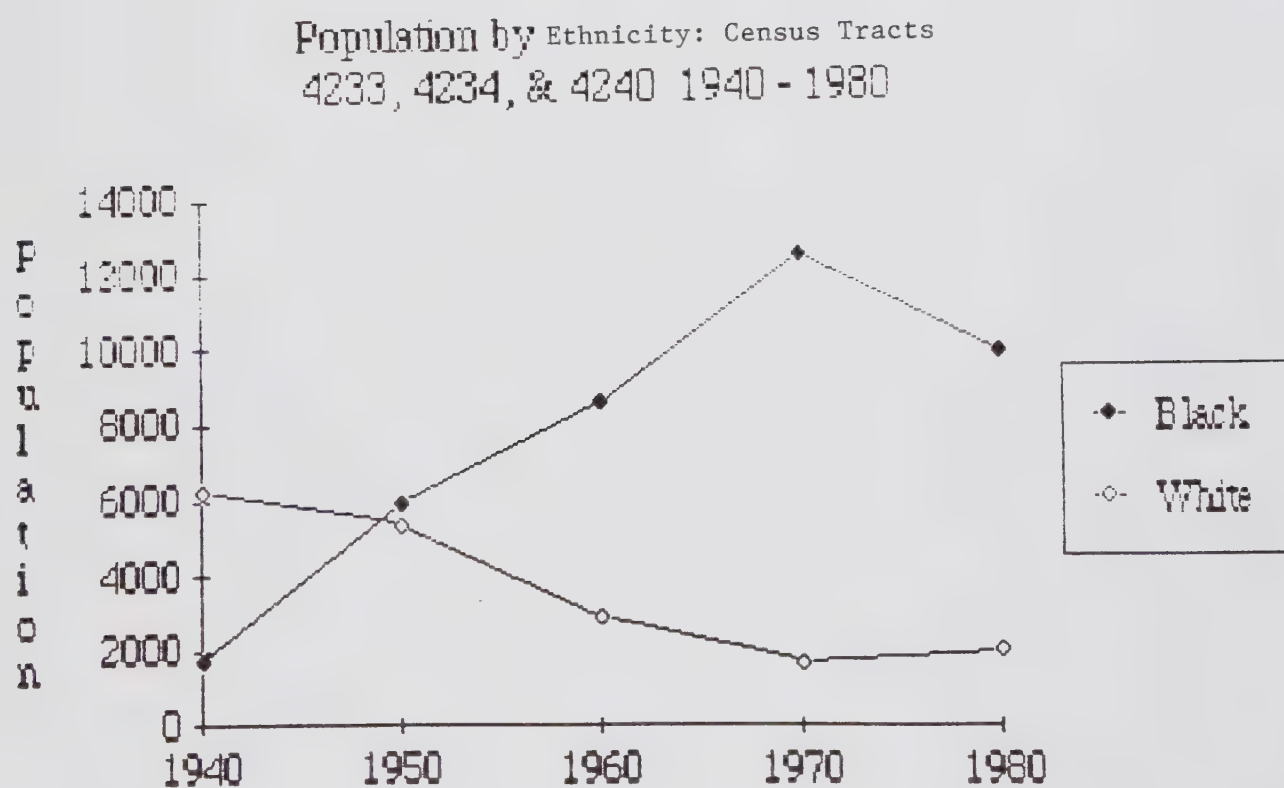
FIGURE A3-a



SOURCES: 1940-80 U.S. Census



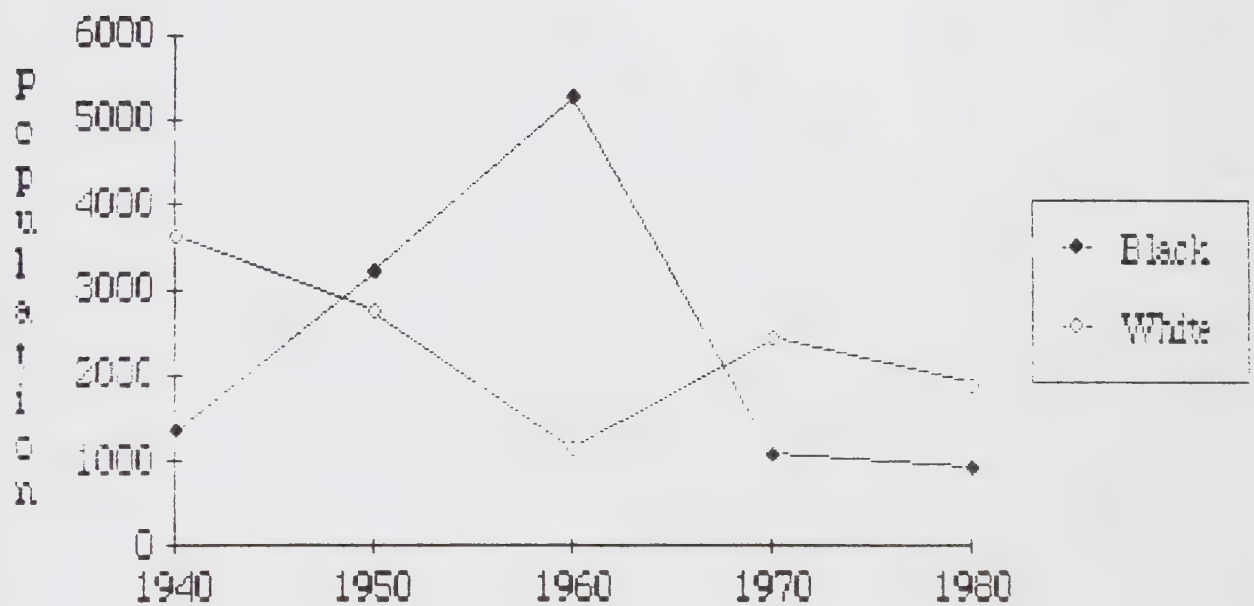
FIGURE A3-b



SOURCES: 1940-80 U.S. Census

FIGURE A3-c

Population By Ethnicity: Census Tracts  
4235 & 4239 1940 - 1980



SOURCES: 1940-80 U.S. Census

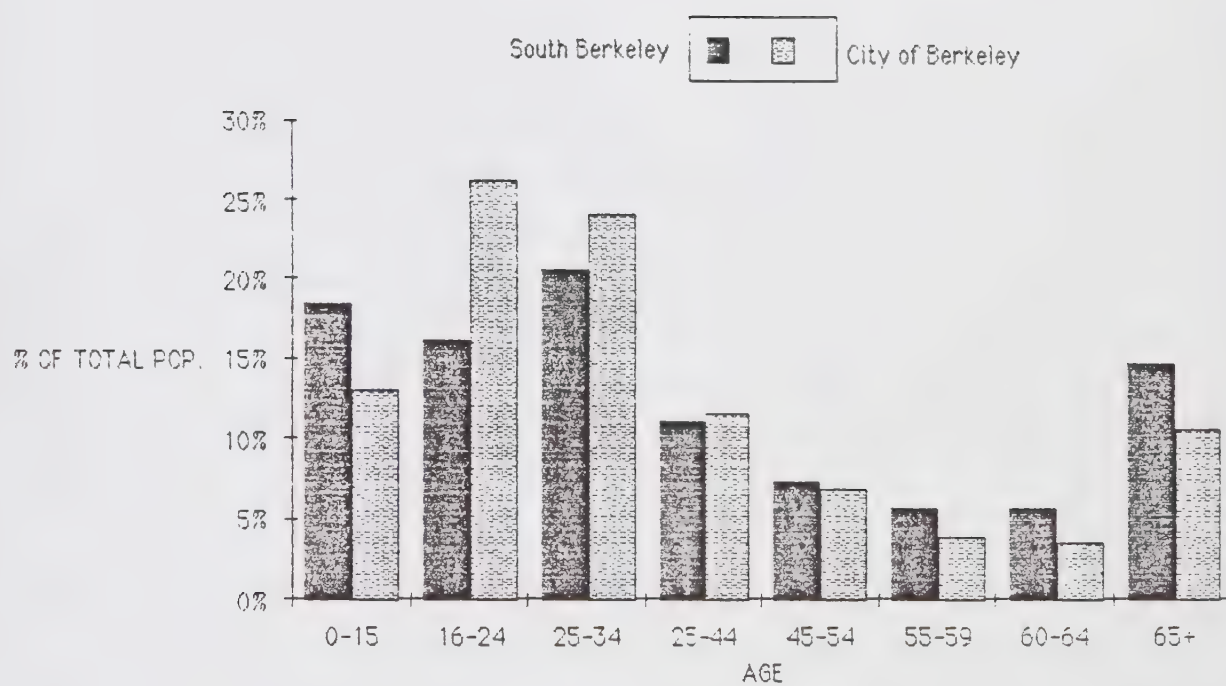
TABLE A4

## South Berkeley Population By Age (1980)

TRACT	BLOCK GROUP	AGE 0-15	AGE 16-24	AGE 25-34	AGE 35-44	AGE 45-54	AGE 55-59	AGE 60-64	AGE 65+
4233	1--1	140	117	88	76	85	118	86	263
4233	2--2	223	198	226	179	130	76	98	241
4233	3--3	232	197	176	106	144	44	77	109
Total 4233		595	422	490	361	359	238	261	613
4234	1--4	114	190	232	144	51	66	49	64
4234	2--5	151	178	209	101	49	41	24	111
4234	3--6	392	172	365	176	118	64	117	230
4234	4--7	215	165	130	131	58	77	63	132
Total 4234		872	705	936	552	276	248	253	537
4235	1--8	31	107	103	48	4	16	5	4
4235	2--9	18	89	111	31	5	3	5	90
4235	3--10	121	129	168	104	21	6	21	71
4235	4--11	81	113	196	47	30	42	45	124
Total SB 4235		251	438	578	230	60	67	76	290
4239 SB	2--12	196	191	368	143	85	41	54	101
4240	1--13	94	148	136	82	83	15	42	139
4240	2--14	110	107	153	62	38	26	5	113
4240	3--15	176	137	158	88	44	44	51	99
4240	4--16	40	35	42	0	9	18	8	17
4240	5--17	259	114	134	106	82	19	42	151
4240	6--18	21	32	26	12	34	51	7	64
4240	7--19	101	144	81	48	21	50	51	70
4240	8--20	230	116	188	87	89	93	43	162
Total 4240		1031	833	918	485	400	316	249	810
Total South Berkeley		2945	2589	3290	1772	1180	910	894	2356
% South Berkeley Population		19%	16%	21%	11%	7%	6%	6%	15%
% Berkeley Population		13%	26%	24%	12%	7%	4%	4%	11%
City of Berkeley		13518	27140	24948	12013	7069	3975	3625	11040

SOURCE: 1980 U.S.Census Summary Tape File 3A

FIGURE A4-a



source: 1980 census

**Population by Age South Berkeley vs. City of Berkeley (1980)**



TABLE A5 POPULATION: AGE DISTRIBUTION (1970-80)

AGE RANGE-ALL PERSONS																	
Tract Year	0-15		16-24		25-34		35-44		45-54		55-59		60-64		65+		Total
33	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#
1970	865	24	517	14	418	12	400	11	543	15	232	6	207	6	439	12	3621
1980	595	18	422	13	490	15	361	11	359	11	238	7	261	8	613	18	3339
34	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#
1970	1260	25	928	18	846	17	456	9	602	12	279	5	243	5	502	10	5116
1980	872	20	705	16	936	21	552	13	276	6	248	6	253	6	537	12	4379
35	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#
1970	555	19	1033	35	582	19	189	6	181	6	63	2	64	2	318	11	2985
1980	251	13	438	22	578	29	230	12	60	3	67	3	76	4	290	15	1991
39	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#
1970	147	16	216	23	201	22	40	4	77	8	34	4	36	4	132	14	920
1980	196	17	191	17	368	32	143	12	85	7	41	4	54	5	101	9	1149
40	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#
1970	1642	27	1022	17	745	12	548	9	808	13	374	6	311	5	669	11	6119
1980	1031	20	833	17	918	18	485	10	400	8	316	6	249	5	815	16	5047

Sources:

Table P-1 "General Characteristics of the Population: 1970"

1970 Census of Population and Housing PHC (1)-189 Bureau of the Census

Table "South Berkeley Population by Age"

1980 U.S. Census Summary Tape File 3A.

TABLE A5 POPULATION: AGE DISTRIBUTION PAGE 2

AGE RANGE-ALL PERSONS 1970-80									
Tract Year	0-15	16-24	25-34	35-44	45-54	55-59	60-64	65+	Total
33 #	-270	-95	+72	-39	-184	+6	+54	+174	-282
%	-30%	-18%	+17%	-10%	-34%	+3%	+25%	+40%	-8%
34 #	-388	-223	+90	+96	-326	-31	+10	+35	-737
%	-31%	-24%	+11%	+21%	-54%	-11%	+4%	+7%	-14%
35 #	-304	-595	-4	+41	-121	+4	+12	-28	-994
%	-55%	-58%	-.7%	+22%	-67%	+6%	+19%	-9%	-33%
39 #	+49	-25	+167	-103	+8	+7	+18	-31	+229
%	+33%	-12%	+83%	+258%	+10%	+21%	+50%	-23%	+25%
40 #	-611	-189	+173	+63	-408	-58	-62	+146	-1072
%	-37%	-18%	+23%	-11%	-50%	-16%	-20%	+22%	-18%

TABLE A6

## South Berkeley Households (1980)

TRACT	Block Group	1 Person	% total hh	2 Person	% total hh	3 person	% total hh	4 Person	% total hh	5 person	% total hh	6+ hh	% total hh
1233	1--1	175	39.1%	159	35.5%	61	13.6%	16	3.6%	17	3.8%	20	4.5%
1233	2--2	287	43.6%	164	24.9%	126	19.1%	46	7.0%	21	3.2%	14	2.1%
1233	3--3	115	27.4%	171	40.8%	60	14.3%	45	10.7%	20	4.8%	8	1.9%
Total 4233		577		494		247		107		58		42	
1234	1--4	159	38.6%	131	31.8%	51	12.6%	47	11.4%	23	5.6%	0	0.0%
1234	2--5	104	30.0%	82	23.6%	73	22.5%	40	11.5%	35	10.1%	8	2.3%
1234	3--6	270	35.6%	256	33.8%	126	16.6%	69	9.1%	26	3.4%	11	1.5%
1234	4--7	167	40.0%	133	31.8%	40	11.2%	39	9.3%	0	0.0%	32	7.7%
Total 4234		700		602		303		195		84		51	
4235	1--8	76	43.8%	66	38.0%	19	10.9%	9	5.0%	4	2.3%	0	0.0%
4235	2--9	48	37.6%	37	29.1%	11	8.5%	19	15.3%	7	5.3%	5	4.2%
4235	3--10	90	31.2%	101	35.0%	53	18.4%	24	8.4%	14	4.9%	6	2.1%
4235	4--11	164	48.9%	95	28.3%	55	16.3%	17	4.9%	0	0.0%	5	1.5%
Total 4235		378		298		137		69		25		17	
584239	2--12	204	38.3%	170	31.9%	84	15.9%	50	9.4%	19	3.6%	5	1.0%
4240	1--13	159	45.0%	108	30.6%	47	13.3%	19	5.4%	5	1.4%	15	4.2%
4240	2--14	117	43.3%	87	32.2%	26	9.6%	11	4.1%	9	3.3%	20	7.4%
4240	3--15	136	37.1%	125	34.1%	65	17.7%	0	0.0%	41	11.2%	0	0.0%
4240	4--16	17	21.3%	37	46.3%	26	32.5%	0	0.0%	0	0.0%	0	0.0%
4240	5--17	81	24.5%	106	32.0%	45	13.6%	58	17.5%	41	12.4%	0	0.0%
4240	6--18	31	30.1%	39	37.9%	23	22.3%	5	4.9%	5	4.9%	0	0.0%
4240	7--19	55	27.2%	48	23.8%	29	14.4%	31	15.3%	24	11.9%	15	7.4%
4240	8--20	246	50.4%	77	15.8%	53	11.9%	84	17.2%	10	2.0%	13	2.7%
Total 4240		842		627		319		208		135		63	
Total South Berkeley		2700	36.0%	2191	30.8%	1091	15.3%	629	8.8%	321	4.5%	178	2.5%
City of Berkeley		17735	39.5%	14568	32.5%	6119	13.6%	3884	8.7%	1671	3.7%	865	1.9%

SOURCE: 1980 U.S. Summary Tape File 3A

TABLE A7 POPULATION: HOUSEHOLD SIZE (1970-80)

	<u>Tract Year</u>	<u>Persons Per <sup>1</sup> Household</u>
	33	
	1970	2.57
	1980	2.19
	34	
	1970	2.51
	1980	2.26
	35	
	1970	2.31
	1980	2.15
	39	
	1970	2.17
	1980	2.11
	40	
	1970	2.59
	1980	2.30
City of Berkeley	1970	2.32
	1980	2.11

Footnote:

<sup>1</sup>This calculation is based on total Tract figures for all tracts, including 4235 and 4239.

Sources:

Table P-1 "General Characteristics of the Population: 1970"  
1970 Census of Population and Housing PHC (1)-189  
Bureau of the Census

Table: "Population Characteristics" (By Census Tracts)  
1980 U.S. Census Summary Tape File 1A



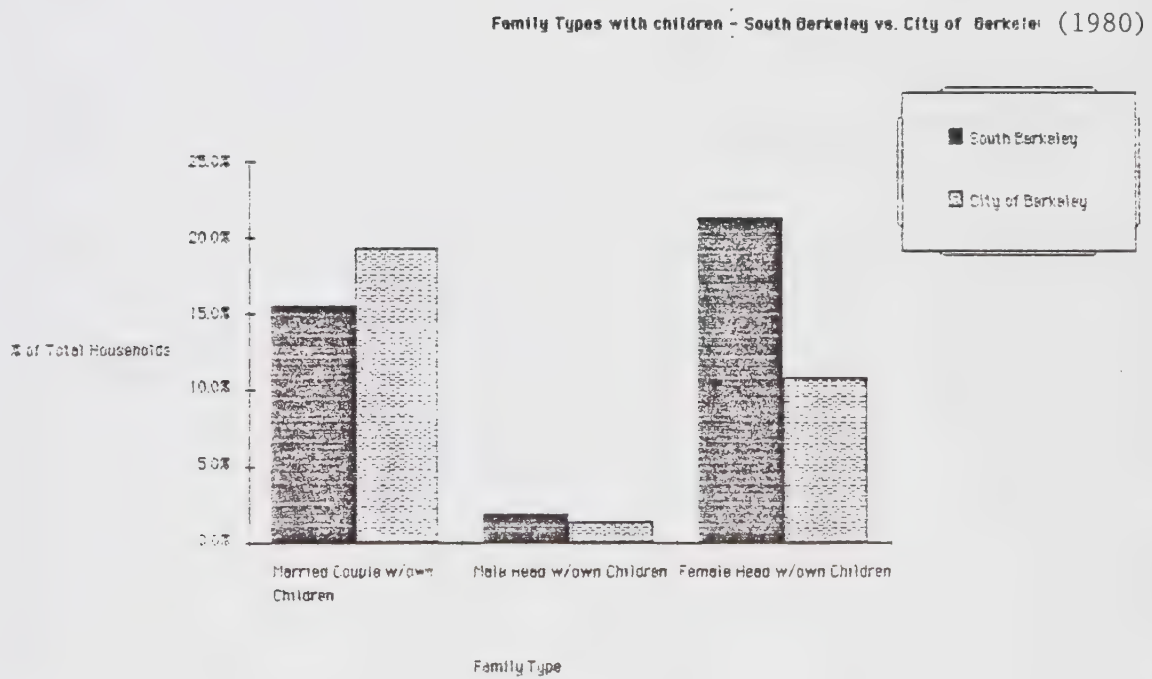
TABLE A8

## South Berkeley Family Types

(By Presence of Own Children) (1980)

TRACT	Block Group	Married Couple w/own Children	% Total hh	Male Head w/own Children	% Total hh	Female Head w/own Children	% Total hh
4233	1--1	78	1.1%	0	0.0%	24	5.1%
4233	2--2	64	0.9%	32	4.9%	114	14.6%
4233	3--3	138	1.9%	0	0.0%	78	21.5%
Total 4233		280		32		216	
4234	1--4	68	1.0%	0	0.0%	12	9.5%
4234	2--5	102	1.4%	0	0.0%	52	15.4%
4234	3--6	132	1.9%	15	2.0%	227	29.9%
4234	4--7	70	1.0%	6	1.4%	96	33.1%
Total 4234		372		21		424	
4235	1--8	8	0.1%	0	0.0%	23	13.2%
4235	2--9	7	0.1%	0	0.0%	11	8.5%
4235	3--10	70	1.0%	11	3.7%	50	17.2%
4235	4--11	20	0.3%	3	1.0%	35	10.5%
		106		14		118	
SB4239	2--12	97	1.4%	7	1.3%	65	12.3%
4240	1--13	42	0.6%	6	1.7%	72	20.4%
4240	2--14	23	0.3%	0	0.0%	57	21.1%
4240	3--15	14	0.2%	4	1.1%	156	42.5%
4240	4--16	0	0.0%	0	0.0%	40	50.0%
4240	5--17	81	1.1%	36	10.9%	136	41.1%
4240	6--18	13	0.2%	0	0.0%	14	13.6%
4240	7--19	17	0.2%	0	0.0%	76	37.6%
4240	8--20	65	0.9%	7	1.4%	147	30.1%
Total 4240		255		53		698	
Total South Berkeley		1109	15.6%	127	1.6%	1522	21.4%
City of Berkeley		8633	19.3%	625	1.4%	4833	10.8%

FIGURE 8A



SOURCE: 1980 U.S. Summary Tape File 3A

TABLE A9      EMPLOYMENT: UNEMPLOYED AND LABOR FORCE PARTICIPATION (1970-80)

				General Population					
Year		Tot. Pop.	Tot. <sup>2</sup>	% of		Emp.	Unemp.	% of	Not in
Tract		16+	L.F.	Tot.	CLF	CLF	CLF	CLF	LF
33									
1970	M	1195	897	75.1	886	790	96	10.8	298
	F	1529	851	55.7	843	833	10	1.2	678
1980	M	1207	638	52.9	626	541	85	13.6	569
	F	1537	731	47.6	731	660	71	9.7	806
34									
1970	M	1750	1289	73.7	1277	1163	114	8.9	461
	F	2081	1138	54.7	1138	997	141	12.4	943
1980	M	1595	1071	67.1	1052	900	152	14.4	524
	F	1912	1121	58.6	1121	929	192	17.1	791
35									
1970	M	1191	781	65.6	777	643	134	17.2	410
	F	1242	714	57.5	714	620	94	13.2	528
1980	M	870	563	64.7	563	512	51	9.1	302
	F	869	520	59.8	520	479	41	7.9	349
39									
1970	M	356	233	65.4	233	209	23	9.9	123
	F	419	224	53.5	224	203	21	9.4	195
1980	M	511	338	66.2	338	915	199	17.9	173
	F	473	293	61.9	293	255	38	13	180
40									
1970	M	2023	1368	67.6	1368	1215	153	11.2	655
	F	2460	1198	48.7	1194	984	210	17.6	1262
1980	M	1844	1114	60.4	1114	915	199	17.9	730
	F	2172	997	45.9	997	840	157	15.7	1175

TABLE A9 EMPLOYMENT: UNEMPLOYED AND LABOR FORCE PARTICIPATION PAGE 2

					Black Population <sup>1,3</sup>				
Year		Tot. Pop.	Tot.	% of		Emp.	Unemp.	% of	Not in
Tract		16+	L.F.	Tot.	CLF	CLF	CLF	CLF	LF
33									
1970	M	1011	779	77.1	773	677	96	14.2	232
	F	1279	730	57.1	722	6	.8	549	
1980	M	971	526	54.2	514	429	85	16.5	445
	F	1278	574	44.9	574	507	67	11.7	704
34									
1970	M	1311	990	75.5	978	895	83	9.3	321
	F	1603	891	55.6	891	766	125	14.0	712
1980	M	1003	612	61	593	493	100	16.9	391
	F	1318	698	53	698	596	102	14.6	620
35									
1970	M	247	187	75.7	183	141	42	23	60
	F	316	187	59.2	187	166	21	11.2	129
1980	M	172	94	54.7	94	82	13	13.8	77
	F	191	109	57.1	109	96	13	11.9	82
39									
1970	M	82	63	76.8	63	57	6	9.5	19
	F	92	58	63	58	47	11	19	34
1980	M	177	108	61	108	86	21	19.4	70
	F	204	98	48	98	79	19	19.4	106
40									
1970	M	1719	1154	67.1	1154	1019	135	13.2	565
	F	2141	1084	50.6	1080	885	195	18.1	1057
1980	M	1411	768	54.4	768	607	161	21	1626
	F	1751	784	44.8	784	646	138	17.6	967



TABLE A9 EMPLOYMENT: UNEMPLOYED AND  
LABOR FORCE PARTICIPATION PAGE 3

		1970-80 General Population					
Tract		Tot. Pop. 16+	Tot. LF	CLF	Emp. CLF	Unemp. CLF	Not in LF
33							
M	#	+12	-259	-260	-249	-11	+271
	%	+1%	-29%	-29%	-32%	-11%	+91%
F	#	+8	-120	-112	-173	+61	+128
	%	+0.5%	-14%	-13%	-21%	+610%	+19%
34							
M	#	-155	-218	-225	-263	+38	+63
	%	-9%	-17%	-18%	-23%	+33%	+142%
F	#	-169	-17	-17	-68	+51	-152
	%	-8%	-1%	-1%	-7%	+36%	-16%
35							
M	#	-321	-218	-214	-131	-83	-103
	%	-27%	-28%	-28%	-20%	-62%	-25%
F	#	-373	-194	-194	-141	-53	-179
	%	30%	-27%	-27%	-23%	-56%	-34%
39							
M	#	+155	+105	+105	+87	+19	+50
	%	+44%	+45%	+45%	+42%	+83%	+41%
F	#	+54	+69	+69	+52	+17	-15
	%	+13%	+31%	+31%	+26%	+81%	-8%
40							
M	#	-179	-254	-254	-300	+46	+75
	%	-9%	-19%	-19%	-25%	+30%	+11%
F	#	-288	-201	-197	-144	-53	-87
	%	-12%	-17%	-16%	-15%	-25%	-7%

TABLE A9 EMPLOYMENT: UNEMPLOYED AND  
LABOR FORCE PARTICIPATION PAGE 4

		1970-80 Black Population					
Tract		Tot. Pop. 16+	Tot. LF	CLF	Emp. CLF	Unemp. CLF	Not in LF
33							
M	#	-40	-253	-259	-248	-11	+213
	%	-4%	-32%	-34%	-37%	-11%	+92%
F	#	-1	-156	-148	-209	+61	+155
	%	-.08%	-21%	-20%	-29%	+1017%	+28%
34							
M	#	-308	-378	-385	-402	+17	+70
	%	-23%	-38%	-39%	-45%	+20%	+22%
F	#	-285	-193	-193	-170	-23	-92
	%	-18%	-22%	-22%	-22%	-18%	-13%
35							
M	#	-75	-93	-89	-59	-29	+17
	%	-30%	-50	-49%	-42%	-69%	+28%
F	#	-125	-78	-78	-70	-8	-47
	%	-40%	-42%	-42%	-42%	-38%	-36%
39							
M	#	+95	+45	+45	+29	+15	+51
	%	+116%	+71%	+71%	+51%	+25%	+268%
F	#	+112	+40	+40	+32	+8	+72
	%	+122%	+69%	+69%	+68%	+73%	+212%
40							
M	#	-308	-386	-386	-412	+26	+106
	%	-18%	-33%	-33%	-40%	+19%	+188%
F	#	-390	-300	-296	-239	-57	-90
	%	-18%	-28%	-27%	-27%	-29%	-9%

FOOTNOTES

TO TABLE A9

<sup>1</sup>No comparable 1970/80 comparison are possible for other racial/ethnic groups due to the unavailability of the data.

<sup>2</sup>The category "TOT L.F." includes military and civilian labor force figures.

<sup>3</sup>1970 figures for South Berkeley residents 16+ in Census Tracts 4235 and 4239 are based on the percentage calculated in Table IA. This is true also for the Black population count.

Sources:

Table P-3 "Labor Force Characteristics of the Population 1970"  
1970 Census of Population and Housing  
PHC (1)-189 Bureau of the Census.

Table P-6 "Economic Characteristics of the Negro Population: 1970"  
Ibid

Table "South Berkeley Male Employment"  
1980 U.S. Census Summary Tape File 3A.

Table "South Berkeley Female Employment"  
Ibid

Table "South Berkeley Black Male Employment"  
Ibid

Table "South Berkeley Black Female Employment"  
Ibid

TABLE A10 EMPLOYMENT: OCCUPATION (1970-80)

OCCUPATIONAL CATEGORY: ALL PERSONS<sup>6</sup>

Tract Year		16+ Tot. Emp.	Prof/ Tech. <sup>1</sup>	Man/ Admin. <sup>2</sup>	Sales	Clerical <sup>3</sup>	Crafts	Ops. <sup>4</sup>	Trans/ Equip.	Labor ers	Farm Workers	Service <sup>5</sup> Workers	Priv. HH
33													
1970	#	1623	201	93	19	369	233	195	65	139	-	239	80
	%		12	6	1	23	14	12	4	9	-	15	5
1980	#	1201	253	82	64	315	92	74	58	66	15	175	7
	%		21	7	5	3	8	6	5	5	1	15	.6
34													
1970	#	2160	308	101	57	608	227	141	130	147	4	331	106
	%		14	5	3	28	11	7	6	7	.2	15	5
1980	#	1829	368	133	131	472	157	42	55	94	20	305	52
	%		20	7	7	26	9	2	3	5	1	17	3
35													
1970	#	1263	363	55	82	313	45	72	37	74	5	161	56
	%		29	4	6	25	4	6	3	6	.4	13	4
1980	#	993	351	91	99	177	103	6	4	31	14	108	9
	%		35	9	10	18	10	.6	.4	3	1	11	.9
39													
1970	#	411	134	27	18	118	32	18	5	7	2	44	6
	%		33	7	4	29	29	4	1	2	.5	11	1
1980	#	551	147	63	33	93	67	12	4	13	15	101	3
	%		27	11	6	17	12	2	.7	2	3	18	.5
40													
1970	#	2199	215	81	76	426	210	271	80	265	13	412	150
	%		10	4	3	19	10	12	4	12	.6	19	7
	#	1697	232	218	158	410	107	87	58	16	18	331	62
	%		14	13	9	24	6	5	3	.9	1	20	4



TABLE A10 EMPLOYMENT: OCCUPATION PAGE 2

OCCUPATIONAL CATEGORY: BLACK PERSONS<sup>7</sup>

Tract Year		16+ Tot. Emp.	Prof/ Tech.	Man/ Admin.	Sales	Clerical	Crafts	Ops.	Trans/ Equip.	Labor ers	Farm Workers	Service Workers	Priv. HH
33													
1970	#	1393	161	89	14	319	192	154	57	122	-	210	75
	%		12	6	1	23	14	11	4	9	-	15	5
1980	#	936	151	68	59	275	55	57	38	58	15	153	7
	%		16	7	6	29	6	6	4	6	2	16	.7
34													
1970	#	1661	152	63	44	445	201	132	124	119	4	299	75
	%		9	4	3	27	12	8	7	7	.2	16	.7
1980	#	1089	124	58	66	334	98	42	33	81	12	208	33
	%		11	5	6	31	9	4	3	7	1	19	3
35													
1970	#	308	52	11	6	62	7	9	21	33	2	69	36
	%		17	4	2	20	2	3	7	7	.6	22	12
1980	#	179	39	10	7	53	30	-	4	10	-	22	4
	%		22	6	4	30	17	-	2	6	-	12	2
39													
1970	#	106	9	-	4	36	14	10	4	7	-	19	3
	%		8	-	4	34	13	9	4	7	-	18	3
1980	#	161	15	7	12	34	16	14	4	4	-	53	2
	%		9	4	7	21	10	9	2	2	-	33	1
40													
1970	#	1904	126	60	65	391	174	238	65	261	13	372	139
	%		7	3	3	21	9	13	3	14	.7	20	7
1980	#	1297	136	150	136	331	58	64	48	67	13	252	42
	%		10	12	10	26	4	5	4	5	1	19	3

TABLE A10 EMPLOYMENT: OCCUPATION PAGE 3

1970-80 ALL PERSONS

<u>Tract</u>	<u>16+ Tot. Emp.</u>	<u>Prof/ Tech.</u>	<u>Man/ Admin.</u>	<u>Sales</u>	<u>Clerical</u>	<u>Crafts</u>	<u>Ops.</u>	<u>Trans/ Equip.</u>	<u>Labor ers</u>	<u>Farm Workers</u>	<u>Service Workers</u>	<u>Priv. HH</u>
33												
#	-422	+52	-11	+45	-54	-131	-121	-7	-73	+15	-64	-73
%	-26%	+26%	-12%	+237%	-15%	-59%	-62%	-11%	-53%	+100%	-27%	-91%
34												
#	-331	+60	+32	+74	-136	-70	-99	-75	-53	+16	-26	-54
%	-15%	+19%	+32%	+130%	-22%	-31%	-70%	-58%	-36%	+400%	-8%	-51%
35												
#	-270	-12	+36	+17	-136	+58	-66	-33	-43	+9	-53	-47
%	-21%	-3%	+65%	+21%	-43%	+129%	-92%	-89%	-58%	+180%	-33%	-84%
39												
#	+140	+13	+36	+15	-25	+35	-6	-1	+6	+13	+57	-3
%	34%	+10%	+133%	+83%	-21%	+109%	-33%	-20%	+86%	+650%	+130%	-50%
40												
#	-502	+17	+137	+82	-16	-103	-184	-22	-249	+5	-81	-88
%	-23%	+8%	+169%	+108%	-4%	-49%	-68%	-28%	-94%	+38%	-20%	-59%

TABLE A10 EMPLOYMENT: OCCUPATION PAGE 4

1970-80 BLACK PERSONS

Tract	16+ Tot. Emp.	Prof/ Tech.	Man/ Admin.	Sales	Clerical	Crafts	Ops.	Trans/ Equip.	Labor ers	Farm Workers	Service Workers	Priv. HH.
33												
#	-457	-10	-21	+45	-44	-137	-97	-19	-64	+15	-57	-68
%	-33%	-6%	-24%	+321%	-14%	-71%	-63%	-33%	-52%	+100%	-27%	-91%
34												
#	-572	-28	-5	+22	-111	-103	-90	-91	-38	+8	-91	-42
%	-34%	-18%	-8%	+50%	-25%	-51%	-68%	-73%	-32%	+200%	-306	-56%
35												
#	-129	-13	-1	+1	-9	+23	-9	-17	-23	-2	-47	-32
%	-42%	-25%	-9%	+17%	-15%	+329%	-100%	-81%	-70%	-100%	-68%	-89%
39												
#	+55	+6	+7	+8	-2	+2	+4		-3	-	+34	-1
%	+52%	+6%	+100%	+200%	-6%	+14%	+40%	-	-43%	-	+179%	-33%
40												
#	-607	+10	+90	+71	-60	-166	-174	-17	-194		-120	-97
%	-32%	+8%	+15%	+109%	-15%	-67%	-73%	-26%	-74%	-	-32%	-7-

TABLE A10    EMPLOYMENT:    OCCUPATION

Footnotes:

<sup>1</sup> All categories for this table are derived from 1970 occupation categories. This category combines the "TECHNI" and the "PROF" categories from the 1980 table.

<sup>2</sup> This category corresponds to the "EXEC" category in the 1980 table.

<sup>3</sup> This category corresponds to the "ADMIN" category in the 1980 table.

<sup>4</sup> This category corresponds to the "MACHIN" category in the 1980 table.

<sup>5</sup> This category includes the "SERNEC" and "PROSER" categories in the 1980 table. (for a further explanation of the 1970 and 1980 occupation categories, see Table P-3 (1970) and "Employed Persons by Occupation" (1980).

<sup>6</sup> The percentage of South Berkeley residents was calculated based on the method used in Table IA.

<sup>7</sup> Figures for Tracts 4235 and 4239 for 1970 are based on percentages identified in Table IA.

Figures for Tracts 4235 and 4239 for 1980 are based on percentages identified in Table IIIC.

Sources:

Table P-6 "Ethnic Characteristics of the Negro Population: 1970"  
1970 Census of Population and Housing PHC (1)-189 Bureau of the Census.

Table P-15 "Occupation, Income in 1979, and Party Status in 1979 of Black Persons: 1980" 1980 Census of Population and Housing HC80-2-321 Bureau of the Census.

Table P-3 "Labor Force Characteristics of the Population: 1970"  
1970 Census of Population and Housing PHC (1)-189 Bureau of the Census.

Table "South Berkeley Occupations"  
1980 U.S. Census Summary Tape File 3A.



TABLE A11

## Education Level of South Berkeley Population (1980)

TRACT	Block Group	Elementary	1-3 yrs. High Sch.	4 yrs. High Sch.	1-3 yrs. College	4 yrs. College
4233	1--1	155	154	153	141	113
4233	2--2	218	161	242	206	123
4233	3--3	127	154	162	138	85
Total 4233		500	469	557	485	321
4234	1--4	55	79	107	152	213
4234	2--5	63	43	146	172	111
4234	3--6	144	204	281	243	198
4234	4--7	98	83	181	170	59
Total 4234		360	409	715	737	581
4235	1--8	13	3	26	43	94
4235	2--9	26	6	62	49	102
4235	3--10	19	15	62	123	174
4235	4--11	76	60	84	98	169
Total 4235		133	83	235	312	539
SB4239	2--12	57	74	175	196	291
4240	1--13	92	78	127	169	31
4240	2--14	90	73	77	69	88
4240	3--15	116	76	103	81	108
4240	4--16	35	8	13	29	9
4240	5--17	119	94	153	83	85
4240	6--18	52	64	20	38	20
4240	7--19	60	52	79	66	64
4240	8--20	150	109	180	127	96
Total 4240		714	554	752	662	501
Total South Berkeley		1764	1589	2433	2392	2233
% of Berkeley Pop.		16.9%	15.3%	23.4%	23.0%	21.4%
% of Berkeley Pop.		7.5%	6.1%	14.0%	20.1%	52.3%
City of Berkeley		4716	3823	8794	12577	32760

TABLE A11-a

## Education Level of South Berkeley Black Population

(1980)

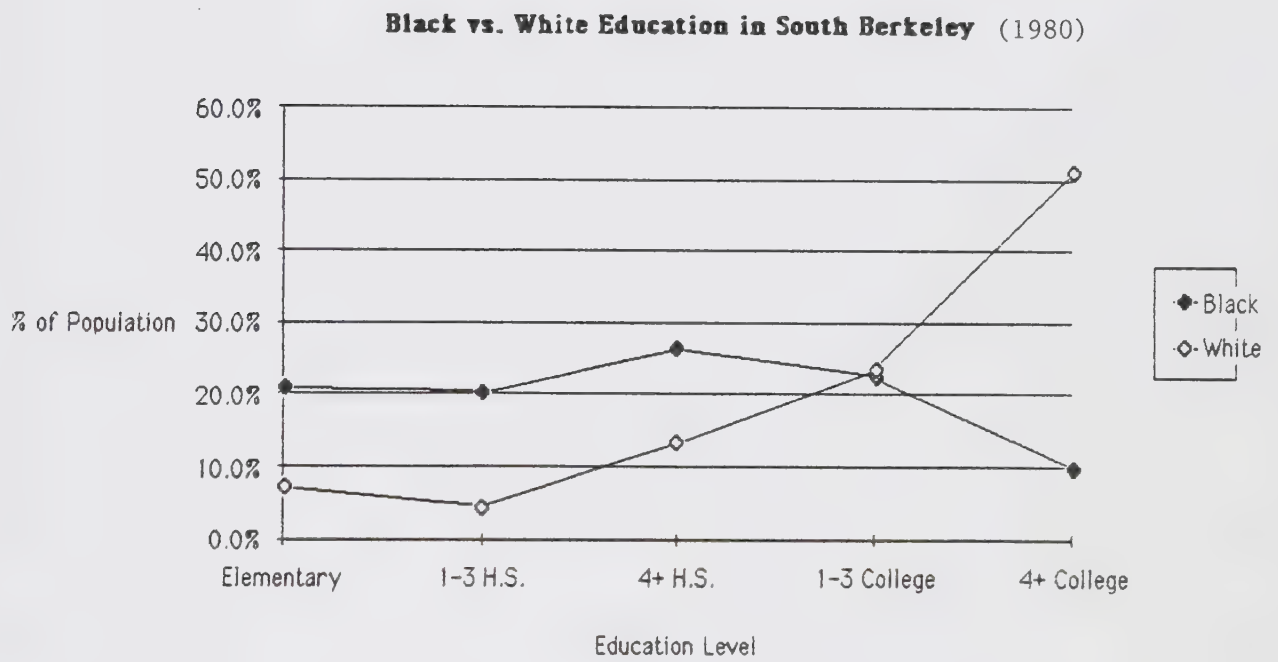
TRACT	Block Group	Elementary	1-3 yrs. High Sch.	4 yrs. High Sch.	1-3 yrs. College	4 yrs. College
4233	1--1	130	154	129	86	74
4233	2--2	186	146	219	184	59
4233	3--3	79	141	133	130	36
Total 4233		395	441	481	400	169
4234	1--4	48	56	60	61	32
4234	2--5	63	35	76	128	6
4234	3--6	131	196	257	159	109
4234	4--7	83	75	139	123	32
Total 4234		325	362	532	471	179
4235	1--8	7	3	0	0	0
4235	2--9	3	3	18	3	5
4235	3--10	15	0	3	55	18
4235	4--11	54	24	29	45	10
Total 4235		79	29	51	102	33
SB4239	2--12	45	56	111	65	35
4240	1--13	80	70	95	130	23
4240	2--14	70	67	52	44	9
4240	3--15	107	69	93	60	37
4240	4--16	0	0	0	0	0
4240	5--17	105	94	153	61	52
4240	6--18	52	64	13	38	15
4240	7--19	60	52	79	60	52
4240	8--20	129	96	166	123	77
Total 4240		603	512	651	516	265
Total South Berkeley		1448	1400	1826	1554	681
% of Berkeley Pop.		21.0%	20.3%	26.4%	22.5%	9.9%
% of Berkeley Pop.		19.8%	18.3%	25.0%	23.1%	13.8%
City of Berkeley		2440	2256	3082	2851	1696

TABLE A11-b

## Education Level of South Berkeley White Population (1980)

TRACT	Block Group	Elementary	1-3 yrs. High Sch.	4 yrs. High Sch.	1-3 yrs. College	4 yrs. College
4233	1--1	17	0	2	37	25
4233	2--2	32	7	23	22	55
4233	3--3	24	7	11	8	39
Total 4233		73	14	36	67	119
4234	1--4	0	4	35	78	168
4234	2--5	0	5	22	14	90
4234	3--6	9	0	8	47	80
4234	4--7	7	8	16	42	27
Total 4234		16	17	81	181	365
4235	1--8	5	0	26	38	89
4235	2--9	19	3	29	46	96
4235	3--10	0	15	37	58	137
4235	4--11	16	26	37	41	116
Total 4235		40	44	130	184	439
SB4239	2--12	12	12	56	105	239
4240	1--13	12	8	26	28	8
4240	2--14	10	6	25	25	76
4240	3--15	9	7	0	21	62
4240	4--16	0	0	0	0	0
4240	5--17	8	0	0	17	26
4240	6--18	0	0	0	0	0
4240	7--19	0	0	0	6	12
4240	8--20	11	13	5	0	19
Total 4240		50	34	56	97	203
Total South Berkeley		191	121	358	634	1364
% of Berkeley Pop.		7.1%	4.5%	13.4%	23.8%	51.1%
% of Berkeley Pop.		3.4%	2.6%	10.7%	19.0%	64.3%
City of Berkeley		1452	1120	4594	8118	27504

FIGURE A11-c



SOURCE: 1980 U.S. Census Summary Tape File 3A



TABLE A12 EMPLOYMENT: EDUCATION STATUS (1980)

YEARS OF SCHOOL COMPLETED: ALL PERSONS<sup>2</sup>

Tract Year		Tot. 25+ Yrs.	No Schl. <sup>1</sup> Yrs. Com	Elem.	HS 1-3 Yrs.	HS 4 Yrs.	Coll. 1-3 Yrs.	Coll. 4 Yrs+
33								
1970	#	2188	29	556	425	669	354	184
	%			25	19	31	16	8
1980	#	2332	-	500	469	557	485	321
	%			21	20	24	21	14
34								
1970	#	2855	73	695	571	717	521	351
	%			24	20	25	18	12
1980	#	2802	-	360	409	715	737	581
	%			13	15	26	26	21
35								
1970	#	1408	4	196	162	326	247	464
	%			14	12	23	18	33
1980	#	1302	-	133	83	235	312	539
	%			10	6	18	24	41
39								
1970	#	548	6	68	55	107	117	201
	%			12	10	20	21	37
1980	#	793	-	57	74	175	196	291
	%			7	9	22	25	37
40								
1970	#	3383	61	1065	759	860	507	192
	%			31	22	25	15	6
1980	#	3183	-	714	554	752	662	501
	%			22	17	24	21	16

TABLE A12 EMPLOYMENT: EDUCATION STATUS PAGE 2

YEARS OF SCHOOL COMPLETED: BLACK PERSONS

<u>Tract</u> <u>Year</u>		<u>Tot. 25+</u> <u>Yrs.</u>	<u>No Schl.<sup>1</sup></u> <u>Yrs. Com.</u>	<u>Elem</u>	<u>HS</u> <u>1-3 Yrs.</u>	<u>HS</u> <u>4 Yrs.</u>	<u>Coll.</u> <u>1-3 Yrs.</u>	<u>Coll.</u> <u>4 Yrs.+</u>
33								
1970	#	1870	9	469	375	579	311	136
	%			25	20	31	17	7
1980	#	1886	-	395	441	481	400	169
	%			21	23	26	21	9
34								
1970	#	2249	62	573	516	602	417	141
	%			25	23	27	19	6
1980	#	1869	-	325	362	532	471	179
	%			17	19	28	25	10
35								
1970	#	401	-	86	76	104	88	47
	%			21	19	26	22	12
1980	#	294	-	79	29	51	102	33
	%			27	10	17	35	11
39								
1970	#	123	4	32	32	29	23	3
	%			26	26	24	19	2
1980	#	312	-	45	56	111	65	35
	%			14	18	36	21	11
40								
1970	#	2942	41	940	708	762	439	93
	%			32	24	26	15	3
1980	#	2547	-	603	512	651	516	265
	%			24	20	26	20	10

TABLE A12 EMPLOYMENT: EDUCATION STATUS

1970-80 ALL PERSONS

<u>Tract</u>		<u>Tot. 25+ Yrs.</u>	<u>Elem.</u>	<u>HS 1-3 Yrs.</u>	<u>HS 4 Yrs.</u>	<u>Coll. 1-3 Yrs.</u>	<u>Coll. 4 Yrs+</u>
33	#	144	-56	+44	-112	+131	+137
	%	+7%	-10%	+10%	-17%	+37%	+74%
34	#	-53	-335	-162	-2	+216	+230
	%	-2%	-48%	-28%	-.3%	+41%	+66%
35	#	-106	-63	-79	-91	+65	+75
	%	-8%	-32%	-49%	-28%	+26%	+16%
39	#	+245	-11	+19	+68	+79	+90
	%	+45%	-16%	+35%	+64%	+68%	+45%
40	#	-200	-351	-205	-108	+155	+309
	%	-6%	-33%	-27%	-13%	+31%	+161%

1970-80 BLACK PERSONS

33	#	+16	-74	+66	-98	+89	+33
	%	+.9%	-16%	+18%	-17%	+29%	+24%
34	#	-380	-248	-154	-70	+54	+38
	%	-17%	-43%	-30%	-12%	+13%	+27%
35	#	-107	-7	-47	-53	+14	-14
	%	-27%	-8%	-62%	-51%	+16%	-30%
39	#	+189	+13	+24	+82	+42	+32
	%	+154%	+41%	+75%	+283%	+183%	+106%
40	#	-395	-337	-196	-111	77	+172
	%	-13%	-36%	-28%	-15%	+18%	+185%

TABLE A12 EMPLOYMENT: EDUCATION STATUS

Footnotes:

<sup>1</sup>This information is unavailable for 1980. As a result, the category "Tot. 25+ Yrs." for both 1970 and 1980 excludes the category "No Schl. Yrs. Com."

<sup>2</sup>1970 South Berkeley figures for Census Tracts 4235 and 4239 are based on the percentages derived in Table IA. This is true also with regard to Black persons.

Note: No comparisons were made between 1970 and 1980 figures regarding years of school completed by White persons because the 1970 tables are unpublished.

Sources:

Table P-2 "Social Characteristics of the Population: 1970"  
1970 Census of Population and Housing PHC (1)-189 Bureau  
of the Census.

Table "Education Level of South Berkeley Population"  
1980 U.S. Census Summary Tape File 3A.

Table P-5 "General and Social Characteristics of the Negro Population  
1970" 1970 Census of Population and Housing PHC (1)-189  
Bureau of the Census.



TABLE A13 INCOME: FAMILY INCOME (1970-80)

INCOME RANGE: ALL FAMILIES<sup>1</sup>

Tract Year		Tot. Fams.	4,999 or less	5,000 9,999	10,000 14,999	15,000 24,999	25,000 49,999	50,000 or more	Median	Mean	1970 CPI Adjusted <sup>3</sup> Median
33											
1970	#	998	163	395	267	168	5	-	9063	9869	19214
	%		16	40	27	17	.5	-			
1980	#	914	123	174	177	206	228	6	14115	17076	
	%		13	19	19	23	25	.7			
34											
1970	#	1205	327	467	280	112	19	-	7601	8541	16114
	%		27	39	23	9	2	-			
1980	#	1026	178	201	238	247	138	24	12570	15824	
	%		17	20	23	24	13	2			
35											
1970	#	743	247	248	171	58	19	-	6950	8224	14734
	%		33	33	23	8	3	-			
1980	#	527	52	80	125	124	132	14	15500	19568	
	%		10	15	24	24	25	3			
39											
1970	#	840	182	304	200	127	27	-	8744	9925	18537
	%		22	36	24	15	3	-			
1980	#	613	91	109	96	166	106	45	15469	21569	
40											
1970	#	1531	576	507	306	139	11	-	6443	7460	13659
	%		37	33	20	9	.7	-			
1980	#	1164	238	255	269	255	137	10	12023	13900	
	%		20	22	23	22	12	.9			

TABLE A13 INCOME: FAMILY INCOME PAGE 2

INCOME RANGE: BY RACE AND SPANISH ORIGIN: 1980<sup>2</sup>

Tract Group	Tot. Fams.	4,999 or less	5,000 9,000	10,000 14,999	15,000 24,999	25,000 49,999	50,000 or more	Median	Mean
33									
Black #	774	96	133	169	173	197	6	-	16844
%		12	17	22	22	25	.8		
White #	85	11	25	8	20	21	-	-	16251
%		13	29	9	24	25	-		
Indian #	-	-	-	-	-	-	-	-	-
%									
Asian #	23	-	-	-	13	10	-	-	20146
%					57	43			
S.O. #	22	-	16	-	-	6	-	-	14942
%									
34									
Black #	775	120	166	144	210	123	12	-	15405
%		15	21	19	27	16	2		
White #	107	-	18	60	13	7	9	-	16487
%		17	17	56	12	7	8		
Indian #	13	-	-	-	13	-	-	-	23305
%					100				
Asian #	74	17	17	34	3	-	3	-	14535
%		23	23	46	4	-	4		
S.O. #	34	-	8	14	8	4	-	-	14330
%			24	41	24	12			
35									
Black #	151	16	16	38	42	39	-	-	18591
%		11	11	25	28	26			
White #	282	36	53	68	59	60	6	-	16794
%		13	19	24	21	21	2		
Indian #	-	-	-	-	-	-	-	-	-
%									

TABLE A13 INCOME: FAMILY INCOME PAGE 3

INCOME RANGE: BY RACE AND SPANISH ORIGIN: 1980<sup>2</sup>

Tract Group		Tot. Fams.	4,999 or less	5,000 9,000	10,000 14,999	15,000 24,999	25,000 49,999	50,000 or more	Median	Mean
35										
Asian	#	79	-	-	15	23	33	8	-	29512
	%				19	29	42	10		
S.O.	#	19	-	15	4	-	-	-	-	8649
	%			79	21					
39										
Black	#	179	32	36	46	38	23	4	-	15343
	%		18	20	26	21	13	2		
White	#	380	47	68	46	99	83	37	-	21951
	%		12	18	12	26	22	10		
Indian	#	-	-	-	-	-	-	-	-	-
	%									
Asian	#	-	-	-	-	-	-	-	-	-
	%									
S.O.	#	6	6	-	-	-	-	-	-	-
	%		100							
40										
Black	#	1048	212	246	237	217	126	10	-	13755
	%		20	23	23	21	12	1		
White	#	77	21	-	22	23	11	-	-	
	%		27	-	29	30	14			
Indian	#	18	5	9	4	-	-	-	-	6501
	%		28	50	22					
Asian	#	10	-	-	-	10	-	-	-	20287
	%					100				
S.O.	#	29	-	7	6	16	-	-	-	15949
	%			24	21	55				

FOOTNOTES TO TABLE A13

<sup>1</sup>Tracts 4235 and 4239 are represented in their entirety, due to the difficulty of identifying the percentage of families living only within the South Berkeley boundaries.

<sup>2</sup>A 1970-80 comparison is not possible due to the unavailability of a common bench mark for 1970 and 1980 (such as a mean or median).

<sup>3</sup>1970 CPI (Consumer Price Index) =116.3  
1980 CPI=246.8  
1970 \$s are multiplied by 2.12 to make them comparable with 1980 \$s.

Sources:

Table P-4 "Income Characteristics of the Population: 1970"  
1970 Census of Population and Housing.  
PHC (1)-189 Bureau of the Census.

Table "Income Characteristics" (By Census Tracts)  
1980 U.S. Census Summary Tape File 3A.



TABLE A14

## SOUTH BERKELEY INCOME ASSISTANCE (1980)

TRACT	Block Group	Social Security	% total hh	Public Assistance	% total hh	Total Households
4233	1--1	185	41.3%	61	13.6%	448
4233	2--2	209	31.8%	203	30.9%	658
4233	3--3	16	3.8%	72	17.2%	419
<b>Total 4233</b>		<b>410</b>	<b>26.9%</b>	<b>336</b>	<b>22.0%</b>	<b>1525</b>
4234	1--4	47	11.4%	49	11.9%	412
4234	2--5	106	30.5%	53	15.3%	347
4234	3--6	185	24.4%	189	24.9%	758
4234	4--7	122	29.2%	83	19.9%	418
<b>Total 4234</b>		<b>460</b>	<b>23.8%</b>	<b>374</b>	<b>19.3%</b>	<b>1935</b>
4235	1--8	9	5.4%	5	3.1%	173
4235	2--9	34	26.4%	9	6.9%	127
4235	3--10	61	21.2%	27	9.6%	287
4235	4--11	92	27.2%	83	24.5%	337
<b>Total 4235</b>		<b>195</b>	<b>21.1%</b>	<b>124</b>	<b>13.4%</b>	<b>924</b>
<b>SB4239 2--12</b>		<b>106</b>	<b>20.0%</b>	<b>67</b>	<b>12.6%</b>	<b>532</b>
4240	1--13	92	26.1%	113	32.0%	353
4240	2--14	81	30.0%	57	21.1%	270
4240	3--15	124	33.8%	79	21.5%	367
4240	4--16	25	31.3%	37	46.3%	80
4240	5--17	128	38.7%	89	26.9%	331
4240	6--18	35	34.0%	0	0.0%	103
4240	7--19	47	23.3%	71	35.1%	202
4240	8--20	155	31.8%	145	29.7%	488
<b>Total 4240</b>		<b>687</b>	<b>31.3%</b>	<b>591</b>	<b>26.9%</b>	<b>2194</b>
Total South Berkeley		1859	26.1%	1492	<b>21.0%</b>	7110
Total Berkeley		10111	20.0%	5054	<b>10.0%</b>	50427

SOURCE: 1980 U.S. Census Summary Tape File 3A

TABLE A15 INCOME: POVERTY STATUS (1970-80)

NUMBER BELOW POVERTY LEVEL: ALL PERSONS<sup>9</sup> ALL FAMILIES<sup>1</sup>

Tract Year		Tot. Pers. <sup>2</sup> In Pov.	Pers. <sup>3</sup> 65	Pers. <sup>3</sup> 65+	Tot. Fams. <sup>4</sup> In Pov.	With F Head <sup>5</sup> of HH	With Rel Kids <sup>6</sup> 418	With Rel Kids <sup>6</sup> <6	Tot. <sup>7</sup> Pers.	Tot. <sup>8</sup> Fams.
33										
1970	#	465	388	77	90	60	50	11	3624	998
	%	13	83	17	9	67	83	18		
1980	#	598	492	106	158	107	88	22	3339	914
A <sup>10</sup>	%	18	82	18	17	68	82	21		
B	%					12				
34										
1970	#	1080	974	106	197	157	142	96	5116	1205
	%	21	90	10	16	80	90	61		
1980	#	947	885	62	207	168	153	86	4379	1026
A	%	22	93	7	20	81	91	51		
B	%					16				
35										
1970	#	848	876	32	117	54	48	37	2985	743
	%	28	96	4	16	46	89	69		
1980	#	418	398	20	69	49	49	28	1991	527
A	%	21	95	5	13	71	100	57		
B	%					9				
39										
1970	#	186	162	24	83	38	27	19	920	840
	%	20	87	13	10	46	71	50		
1980	#	249	245	4	101	56	39	9	1149	613
A	%	22	98	2	16	55	70	16		
B	%					9				
40										
1970	#	1643	1477	166	349	223	205	123	6119	1539
	%	27	90	10	23	64	92	8		
1980	#	1343	1233	110	291	220	182	119	5047	1164
A	%	27	92	8	25	76	83	54		
B	%					19				

TABLE A15 INCOME: POVERTY STATUS PAGE 2

NUMBER BELOW POVERTY LEVEL: ALL PERSONS/ALL FAMILIES: CITY OF BERKELEY

	Tot. Pers. In Pov.	Pers. 65	Pers. 65+	Tot. Fams. In Pov.	With F Head of HH	With Rel Kids<18	With Rel Kids<6	Tot. Pers.	Tot. Fams.
#	21028	2043	985	2760	471	281	264	103328	19534
A %	20	97	3	14	17	60	56		
B %					2				

NUMBER BELOW POVERTY LEVEL: BLACK PERSONS/BLACK FAMILIES: CITY OF BERKELEY

#	4348	20671
%	21	

Footnotes:

<sup>1</sup>Census Tracts 4235 and 4239 includes whole Tract counts for the number of families, given what the percentage breakdown of families within South Berkeley is not available.

<sup>2</sup>The percentage figure in this column reflects the ratio: TOT. PERS. In POV./ TOT. Persons"

<sup>3</sup>The percentage figures in these columns use as their base the number in the column entitled "TOT. PERS. In POV."

<sup>4</sup>The percentage figure in this column reflects the ratio "TOT FAMS. IN POV/TOT FAMS"

<sup>5</sup>The percentage figure in this column reflects the ratio "with F Head of HH/TOT FAMS. IN POV".

<sup>6</sup>These percentage figures use as their base the number in the column entitled "WITH F(Female) HEAD OF HH"

<sup>7</sup>This figure represents all persons in the Census Tract above and below the poverty level.

<sup>8</sup>This figure represents all families in the Census Tract above and below the poverty level.

TABLE A15 INCOME: POVERTY STATUS PAGE 3

11  
NUMBER BELOW POVERTY LEVEL: BLACK PERSONS/BLACK FAMILIES

Tract Year		Tot. Pers In Pov.	Pers 65	Pers 65+	Tot. Fams. In Pov.	With F Head of HH	With Rel Kids <18	With Rel Kids < 6	Tot. Pers	Tot. Fams.
33										
1970	#	401	343	58	85	55	50	11	3621	875
	%	11	86	14	21	10	91	20		
1980	#	441	361	80	123	88	69	22	2755	774
	%	16	82	18	16	72	78	25		
34										
1970	#	805	717	88	151	115	111	71	5116	969
	%	16	89	11	19	16	97	62		
1980	#	646	584	62	157	128	113	86	2974	783
	%	22	90	10	20	82	72	67		
35										
1970	#	269	258	11	66	48	42	31	2985	289
	%	9	96	4	23	73	88	42		
1980	#	66	57	9	21	15	15	10	460	151
	%	14	86	14	14	71	100	67		
39										
1970	#	45	41	4	35	20	15	7	920	249
	%	5	91	9	14	57	75	35		
1980	#	92	87	5	37	26	15	1	479	179
	%	19	95	5	21	70	58	4		
40										
1970	#	1518	1369	149	332	210	197	115	6119	1385
	%	25	90	10	24	63	94	55		
1980	#	1026	916	110	256	209	171	114	4179	1048
	%	25	89	11	24	82	82	55		



TABLE A15 INCOME: POVERTY STATUS PAGE 4

NUMBER BELOW POVERTY LEVEL: 1970-80

ALL PERSONS/ALL FAMILIES

Tract		Tot. Pers. In Pov.	Pers. 65	Pers. 65+	Tot. Fams. In Pov.	With F Head HH	With Rel Kids<18	With Rel Kids<6	Tot. Pers.	Tot. Fams.
33	#	+133	+104	+29	+68	+47	+38	+11	-282	-84
	%	+29%	+27%	+38%	+76%	+78%	+76%	+100%	-8%	-8%
34	#	-133	-89	-44	+10	+11	+11	+10	-737	-179
	%	-12%	-9%	-42%	+5%	+7%	+8%	+10%	-14%	-15%
35	#	-430	-478	-12	-48	-5	+1	-9	-994	-216
	%	-51%	-55%	-38%	-41%	-9%	+2%	-24%	-33%	-29%
39	#	+63	+83	-20	+18	+18	+12	-10	+229	-227
	%	+34%	+51%	-83%	+22%	+47%	+44%	-53%	+25%	-27%
40	#	-300	-244	-56	-58	-3	-23	-4	-1072	-375
	%	-18%	-17%	-34%	-17%	-1%	-11%	-3%	-18%	-24%

BLACK PERSONS/BLACK FAMILIES

33	#	+40	+18	+22	+38	+33	+19	+11	-866	-101
	%	+10%	+5%	+38%	+45%	+60%	+38%	+100%	-24%	-12%
34	#	-159	-133	-26	+6	+13	+2	+15	-2142	-186
	%	-20%	-19%	-30%	+4%	+11%	+2%	+21%	-42%	-19%
35	#	-203	-201	-2	-45	-33	-27	-21	-2525	-138
	%	-75%	-78%	-18%	-68%	-69%	-64%	-68%	-85%	-48%
39	#	+47	+46	+1	+2	+6	no Charge	-6	-441	-70
	%	+104%	+112%	+25%	+6%	+30%	-	-86%	-48%	-28%
40	#	-492	-453	-39	-76	-1	-26	-1	-1940	-337
	%	-32%	33%	-26%	-23%	-.4%	-13%	-.9%	-32%	-24%

TABLE A15 POVERTY STATUS FOOTNOTES CONTINUED

<sup>9</sup>The total number of persons within the South Berkeley boundaries in 1980 who lived in the Census Tracts 4235 and 4239 was calculated by using ratios based on block figures.

4235=66% of all persons lived within the South Berkeley boundaries.

4239=33% of all persons lived within the South Berkeley boundaries.

A= Ratio: # of F headed HHS/TOT.FAMS. in pov.

B= Ratio: # of F headed HHS/TOT. FAMS

Sources:

Table P-4 "Income Characteristics of the Population"  
1970 Census of Population and Housing PHC (1)-189  
Bureau of the Census

Table P-6 "Economic Characteristics of the Negro Population: 1970"  
1970 Census of Population and Housing PHC (1)-189  
Bureau of the Census

Table "Income Characteristics"  
1980 U.S. Census Summary Tape File 3A

Table P-15 "Occupation, Income in 1970, and Poverty Status in  
1970 of Black persons: 1980" 1980 Census of Population  
and Housing HC80-2-321 Bureau of the Census.

The percentage of Black population within the South Berkeley boundaries in 1970 was calculated based on percentages in Table IA.

<sup>11</sup>The percentage of Black persons within the South Berkeley boundaries in 1980 Census Tracts 4235 and 4239 was determined by using a ratio based on block figures.

Tract 4235: 66% of all Black persons lived within the South Berkeley boundaries.

Tract 4239: 59% of all Black persons lived within the South Berkeley boundaries.

TABLE A16

1986 SOUTH BERKELEY HOUSEHOLD SURVEY

Methodology- Households within the South Berkeley area bordered by San Pablo Avenue, Dwight Way, Shattuck Avenue, and the Oakland border were surveyed during the months of July and August, 1986. Each house in the defined region was approached. These surveys were conducted by youth participating in the South Berkeley Summer Youth Project, and were conducted on weekdays, weeknights, and weekends.

Survey respondents - 379

PROFILE OF RESPONDENTS

## 1. What is your race/ethnicity?

Black	-	(70%)
White	-	(19%)
Chicano	-	(2%)
Asian	-	(2%)
Other	-	(4%)
No response	-	(2%)

## 2. When were you born?

60	-	(18%)
50-59	-	(7%)
40-49	-	(8%)
30-39	-	(19%)
20-29	-	(20%)
20	-	(3%)
No response	-	(1%)

## 3. How long have you lived in Berkeley?

1 year	-	(7%)
1-4 years	-	(15%)
5-10 years	-	(16%)
10 years	-	(61%)
No response	-	(1%)

## 4. What is the highest grade you completed?

Elementary School	-	(6%)
High School, Diploma	-	(38%)
Junior College, AA	-	(20%)
4 year university, BA/BS	-	(21%)
Graduate education	-	(6%)
No response	-	(8%)

5. Are you a single parent?

Yes	-	(29%)
No	-	(52%)
No response	-	(19%)

6. How many children do you have living at home?

0	-	(50%)
1-2	-	(33%)
3-5	-	(9%)
5	-	(1%)
No response	-	(6%)

7. How many teenagers do you have in your home?

0	-	(78%)
1	-	(13%)
2	-	(7%)
+2	-	(2%)

EMPLOYMENT

1. What is your job situation?

Employed (full-time)	-	(35%)
Employed (part-time)	-	(13%)
Unemployed (looking for work)	-	(8%)
Unemployed (not looking for work)		(3%)
Homemaker	-	(3%)
Full-time student (not employed)	-	(3%)
Full-time student (employed)	-	(3%)
Retired	-	(25%)
No response	-	(7%)

2. If you are working, do you work in the City of Berkeley?

Yes	-	(49%)
No	-	(51%)



3. Have you used any of the following training programs?

AJOB	-	(1%)
Adalante	-	(1%)
Youth Employment Program	-	(5%)
East Bay Skills Center	-	(5%)
Inter-City Services	-	(1%)
Other program	-	(5%)
None	-	(61%)
No response	-	(21%)

4. If you did get a job through a job-training agency, how long did it last?

1 month	-	(6%)
1-3 months	-	(19%)
3-6 months	-	(10%)
6-12 months	-	(9%)
1 year	-	(13%)
Not received job	-	(42%)

SOURCE: Office of Economic Development,  
City of Berkeley



U.C. BERKELEY LIBRARIES



C124902838



